

TITLE:

The human resources capacity of Endumeni
Municipality as a developmental
local government institution.

AUTHOR:

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Thesis presented in partial fulfilment of the requirements
for the degree of Master of Public Administration at the
University of Stellenbosch.

SUPERVISOR:



Professor Erwin Schwella

DATE OF AWARD:

April 2003

DECLARATION

I, the undersigned, hereby declare that the work contained in this thesis is my own original work and that I have not previously, in its entirety or in part, submitted it at any university for a degree.

SIGNATURE:

DATE: 29 JANUARY 2003

ABSTRACT

The post-apartheid era in South Africa has been marked by a whole range of important changes. At local government, these changes have been manifested by, among other things, the change in strategy from regulatory to developmental local government.

In terms of the open systems approach to organisational change, changes in one part of an organisation need to be complemented by matching changes in other parts of the organisation. This is the premise that forms the basis of this study. It is argued particularly that the success of developmental local government hinges, to a large extent, on complementary changes being made in other departments of a municipality.

The study focuses on one of these departments, namely the human resources (HR) department of a municipality. It investigates Endumeni Municipality, and researches whether it has the necessary HR capacity to cope with the new strategy of developmental local government. This is subsequently followed by recommendations derived from the findings.

HR capacity is defined as the combination of the following key variables:

- strategic partnership between the HR function and other functions of a municipality;
- integration of HR policies, systems and competencies with the developmental mission of a municipality;
- coherence among the different components of the HR strategy;
- flexibility of the HR strategy; and
- Alignment of the culture of a municipality with its developmental mission.

The study is descriptive in character. It makes use of a combination of qualitative and quantitative methods of investigation. The qualitative method comprises interviews with key informants and an analysis of official documents. The quantitative method, on the other hand, consists of a questionnaire that is administered to the Councillors of the municipality.

The study came to a conclusion that Endumeni Municipality lacks the HR capacity to carry out its developmental functions. To remedy this situation, the following recommendations have been suggested:

- (i) The current role of the HR section has to be reviewed with the view to elevate it to the level of a strategic partner.
- (ii) The HR competencies, policies and practices of the municipality are still embedded in the outdated system of regulatory local government. These must also come up for review so that they can be re-aligned with developmental local government.
- (iii) There is generally lack of co-ordination among the various components of HR strategy. These must be re-aligned so that they can complement each other.
- (iv) The municipality is currently finding it difficult to discard the old HR strategies, a point which suggests rigidity on the part of these strategies. In order to cope with the changing environmental conditions, the municipality needs to have some flexibility in its HR strategies.
- (v) Finally, the prevailing culture still shows elements, which support the old system. This has to be addressed in order to create a new culture that is consistent with developmental local government.

OPSOMMING

Die post-apartheid era in Suid-Afrika word gekenmerk deur 'n reeks baie belangrike veranderinge. Op plaaslike regeringsvlak word hierdie veranderinge, onder andere gekenmerk deur die verandering in strategie van regulerende na ontwikkelende plaaslike regering.

Volgens die oopstelselbehadering tot organisatoriese verandering moet veranderinge in een afdeling van 'n organisasie aangevul te word deur soortgelyke veranderinge in ander afdelings van die organisasie. Hierdie stelling vorm die basis van hierdie studie. Daar word geargumenteer dat die sukses van ontwikkelende plaaslike regering in 'n groot mate rus op aanvullende veranderinge wat gemaak word in ander afdelings van die munisipaliteit.

Hierdie studie fokus op een van hierdie afdelings, naamlik Menslike Hulpbronne (MH). 'n Studie word gedoen om te bepaal of Endumeni Munisipaliteit oor die nodige MH beskik om die nuwe strategie van ontwikkelende plaaslike regering te ondersteun. Dit word gevolg deur aanbevelings wat spruit uit die bevindings.

MH - kapasiteit word gedefinieer as 'n kombinasie van die volgende sleutelveranderlikes:

- 'n strategiese vennootskap tussen die MH-funksie en ander funksies van 'n munisipaliteit;
- inskakeling van MH-beleide, stelsel en - vaardighede met die ontwikkelingsmissie van 'n munisipaliteit;
- samehorigheid tussen die verskillende komponente van die MH - strategie;
- aanpasbaarheid van die MH – strategie; en
- gerigtheid van die kultuur van 'n munisipaliteit op sy ontwikkelingsmissie.

Die studie is beskrywend van aard. Dit maak gebruik van 'n kombinasie van kwalitatiewe en kwantitatiewe metodes van ondersoek. Die kwalitatiewe metode behels onderhoude met belangrike informante en ontleding van amptelike dokumente. Die kwantitatiewe metode, aan die ander kant, behels 'n vraelys wat versprei word onder ampsdraers van die munisipaliteit.

Die studie kom tot die gevolgtrekking dat Endumeni Munisipaliteit nie oordie MH-kapasiteit beskik om sy ontwikkelingsfunksie uit te voer nie. Die volgende aanbevelings word gedoen, om hierdie probleem op te los:

- (i) Die huidige rol van die MH – seksie moet hersien word om dit uit te lig na die vlak van 'n strategiese vennoot.
- (ii) Die MH – vaardighede, beleide en praktyke van die munisipaliteit verteenwoordig steeds 'n uitgediende stelsel van regulerende plaaslike bestuur. Dit moet hersien word en in lyn gebring word met die ontwikkelende plaaslike regering.
- (iii) In die algemeen is daar min samewerking tussen die verskeie komponente van die MH - strategie. Hulle moet in lyn gebring word sodat hulle mekaar kan komplimenteer.
- (iv) Die munisipaliteit vind dit moeilik om ontslae te raak van die ou MH - strategie, 'n punt wat die onbuigsaamheid van hierdie strategieë bewys. Om by te bly met die veranderende omgewingstoestande, moet die munisipaliteit buigsaamheid in sy MH - strategie hê.
- (v)- Ten slote, die huidige kultuur toon steeds elemente wat die ou stelsel steun. Dit moet aangespreek word om 'n nuwe kultuur te ontwikkel wat in ooreenstemming is met ontwikkelende plaaslike regering.

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The successful completion of this study is particularly indebted to those officials and Councillors of Endumeni Municipality who opened their arms and allowed me access into their organisation. I am also grateful for the contributions that were made by Miss Claire O'Neal and Dr Bruce Faulds of the School of Psychology at the University of Natal, Pietermaritzburg, which were in the form of technical assistance and advice.

My sincere gratitude also goes to my wife Khanyisile and children S'nothie, Mbali, Ntokozo, Aphelele and Nonhle for the sacrifices they continue to make in order to allow me to pursue my vision. To my supervisor, Professor E. Schwella, whom I regard as my mentor, I want to state that I consider myself extremely fortunate to have benefited from his wisdom and incisive intellect.

I also want to thank Zanele Mkhwanazi and her husband Bongani, for their selfless contribution during the compilation of the final document. Finally, the last word has to go to a special friend, Debi Thomson, for her support with the means of corresponding and communicating with my supervisor.

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CHAPTER 1

Introduction

1.1 ORIENTATION, OVERVIEW AND OBJECTIVES

* “We therefore through our freely elected representatives, adopt this Constitution as the supreme law of the Republic so as to ... heal the division of the past and establish a society based on democratic values, social justice and fundamental human rights; ... and improve the quality of life of all citizens and free the potential of each person...”
Preamble to The Constitution of the Republic of South Africa, 1996, Act 108 of 1996.

The above extract from The Constitution of the Republic of South Africa, 1996, captures the essence of the process of transformation that is taking place in the whole of South Africa. The beginning of this process can be traced back to the legendary speech of former President F W de Klerk, which he made in Parliament on February 2, 1990.

The speech marked the beginning of a process whereby the entire South African society would undergo fundamental change. Woodridge and Cranko eds (1997: 323) have described this process of transformation as consisting of the following two broad sets of priorities, viz:

- the restructuring of the existing administrative structures in order to integrate previously racially divided structures; and
- the re-conceptualisation of the role of the state in relation to society.

The “winds of change” are being felt at local government as well. Woodridge and Cranko in Fitzgerald eds (1997: 322-323) describe the corresponding changes at local government as consisting of the following:

- the rationalisation and amalgamation of white local authorities, black local authorities, Indian and Coloured management committees, and tribal authorities; and
- the replacement of the traditional, rule-driven bureaucracies by “responsive integrated development processes based on citizen involvement.”

Sabela and Reddy in Reddy ed (1996: 8) use the concepts of decentralisation and democracy respectively to describe the above dual nature of transformation at local government. According to them, transformation at local government is the product of these two concepts, which they refer to as ‘democratic decentralisation’.

The same process has been described by Patrick Flusk, the national co-ordinator of the Local Government Transformation Programme in the Department of Provincial and Local Government as resembling “a phoenix arising from the ashes” (Cape Argus, January 30, 2001).

The following section looks at the history of local government in South Africa. The rationale for including this section is to provide the background to the current changes at local government in order to enhance understanding of the broader transformation process.

DEDICATION

This work is dedicated to my parents Victor and Victoria Cele. May the Almighty spare your lives because there is still more to make you even more proud.

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According to Parker and Pfukani in Ismael *et al* (1997: 39), it was this movement into the interior that necessitated the development of a system of local government around the Cape. Local government had to be established in the rural areas in order to effectively administer the local affairs of these outlying areas. It can be inferred therefore that local government in these areas developed out of a need to control and regulate them. Stellenbosch became the first region to be administered in this way (Ismael *et al*, 1997: 39).

The local authorities were known as colleges and consisted of the Landdrost, its chairperson, and four (which later became six in Stellenbosch) heemraden or Councillors. According to Ismael *et al* (1997: 39), this type of local government system “could be traced back to Holland where the office of ‘heemraad’ dates back to the 13th century lower court ...”

In the urban Cape, local government developed much later. According to Ismael *et al* (1997: 41), separate local government in the Cape was initially rendered unnecessary by the fact that “all local matters were dealt with by the directorate of the DEIC in Holland”. It was only in 1792, after pressure for political reforms from burghers in the Cape, that the ward masters were appointed to serve in the Political Council. These ward masters were responsible for resolving civil and judicial disputes (Ismael *et al*, 1997: 41)

1.2.2 The British influence

The British took over the Cape in 1806, which led to the gradual anglicisation of government institutions in the Cape (Ismael *et al*, 1997: 41). In rural areas, the Landdrost and Heemraden system was replaced in 1828 by a district magistrate system (Ismael *et al*, 1997: 42).

1.2 LOCAL GOVERNMENT TRANSFORMATION IN SOUTH AFRICA: A HISTORICAL PERSPECTIVE

According to De Jager *et al* (1984: 487), to transform is to change completely. The nature of changes that have taken place at local government in South Africa over the past few years fits this definition. As the following discussion will show, not only has there been 'complete' democratisation of local government structures, there has also been a 'complete' paradigm shift from a regulatory system of local government to a developmental one.

1.2.1. The Dutch East India Company (DEIC) rule

The Dutch were the first Europeans to settle in South Africa. In 1652, Jan van Riebeeck founded the first permanent settlement in the Cape on behalf of the Dutch East India Company (DEIC). Initially, his mandate was to establish only a halfway station in order to supply ships en route to India with fresh food. (Ismael *et al*, 1997: 37). According to Ismael *et al* (1997: 62), Jan van Riebeeck's local governance and that of his successors served only the interests of the DEIC and not those of the general populace.

In 1657, when the experiment of having only a halfway station proved too costly, the DEIC freed nine of its employees to become free burghers. It gave them 30 acres of land to farm (Ismael *et al*, 1997: 37). According to Parker and Pfukani in Ismael *et al* (1997: 38), this exercise led to the creation of a group of people who were interested primarily in the development of the Cape as a settlement.

By the late 1650s, the burgher population had reached well over 400; a figure which included slaves, half-castes and detribalised Khoi-Khoi. This, together with the need to more grazing land in order to meet the increasing demand for meat, caused the free burghers to move more inland (Ismael *et al*, 1997: 38).

In 1836, the Cape Municipal Ordinance was promulgated, which relied extensively on the English Municipal Corporations Act of 1835 (Ismael et al. 1997: 42). This resulted in the importation of British local government conventions and terminology such as mayor, town clerk, Councillors and many others.

1.2.3 The Union of South Africa

In 1910, the Union of South Africa created a unitary state consisting of the previously autonomous provinces of the Cape, Transvaal, Orange Free State and Natal. This, according to Cameron in Ismael et al. (1997: 43), led to the surrender of most of their powers and functions to the central government.

Local government became the third tier of government after the central and provincial governments. However, it had no autonomy and its bylaws could only be made within the parameters of central and provincial legislation (Ismael et al. 1997: 43 – 44).

1.2.4 The National Party Rule

When the National Party (NP) came to power in 1948, it introduced the policies of apartheid and separate development that divided local authorities along racial lines into White local authorities, Black local authorities, Local Affairs Committees for Indians in Natal, and Management Committees for Coloureds and Indians in the rest of the country (Cloete, 1993: 16 – 19; Ismael et al. 1997: 45; Woodbridge and Cranko in Fitzgerald, 1997: 323). According to Ismael et al. (1997: 45), the National Party developed “one of the most highly centralised and fragmented political and administrative systems in the Western world ... , which was inherently control oriented ...”.

Ismael et al. (1997: 47) also points out that “local government was viewed as an agent of the state and local authorities therefore had to

manage their affairs in terms of the apartheid framework". In Black areas, for example, the Black local authorities were aimed at quelling dissatisfaction and uprising in the townships, which were directed at the central government (Ismael et al, 1997: 51). These apartheid local government structures, according to Ismael et al (1997: 62), lacked legitimacy and popular support and only served to control and regulate local structures on behalf of the central government.

Ismael et al (1997: 57-58)) observe that the net results of the apartheid local government were the following:

- racial inequality: There were serious disparities between the affluent White and undeveloped Black local authorities.
- top-down planning and centralised hierarchies: Planning and important decisions were centralised in the top echelons without input from other stakeholders.
- monopolisation of knowledge: Senior professional administrators had a monopoly of knowledge with the elected politicians having to formulate policies within the constraints and parameters set by them.
- rules, not quality: Performance of officials was judged according to their ability to conform to the rules and procedures rather than by the quality of services to the consumers.
- marginalisation of the citizen: The citizens played a passive role, which was limited to the payment for goods and services, and no consultation took place to determine the needs of the citizens.

1.2.5 The post-apartheid era

The new democratic South Africa has introduced two important changes at local government that have been definitive of the process of transformation.

In the first instance, section 40 (1) of The Constitution of Republic of South Africa, 1996, renders local government a distinct sphere of government which in terms of section 41 (1) is autonomous vis-à-vis the national and provincial spheres of government.

Secondly, in terms of section 152 of the Constitution of Republic of South Africa, 1996, one of the objects of this new system of local government is “to promote social and economic development”.

The net effect of all these changes has been the birth of what is generally referred to as developmental local government. The concept of developmental local government was first alluded to in the Constitution of Republic of South Africa, 1996 (Section 153). According to section 153 (a), municipalities must structure and manage their administration, budgeting and planning processes in such a way that priority is given to the basic needs of the community, and to promote the social and economic development of the community.

After this came the White Paper on Local Government, 1998 (referred to henceforth as the White Paper, 1998), which has given substance to the concept of developmental local government. The White Paper, 1998 discusses the characteristics of developmental local government, identifies a series of developmental outcomes, and proposes several tools to assist municipalities to become more developmental (White Paper, 1998: 17).

The importance that national government attaches to transformation at local government is quite evident from the following extract taken from the White Paper (1998: 17):-

Where municipalities do not develop their own strategies to meet community needs and improve citizens' quality of life, national government may have to adopt a more prescriptive approach towards municipal transformation.

Furthermore, the White Paper, 1998 deals with two interrelated and equally important aspects of developmental local government. The first concept that deals with is Integrated Development Planning (IDP) that “provides a powerful tool for municipalities to facilitate integrated and co-ordinated delivery within their locality” (White Paper, 1998: 19).

Secondly, it also refers to the concept of Performance Management that “ensures that [Integrated Development] plans are being implemented and that they are having the desired development impact ...”.

The concepts of IDP and Performance Management are also dealt with extensively in Chapters 5 and 6 respectively of the Municipal Systems Act, 2000, Act 32 of 2000.

Because of the pivotal role that is placed on these two concepts in the system of developmental local government in South Africa, a more detailed discussion will be devoted to them in the following section, starting with IDP.

1.2.5.1 Integrated Development Planning (IDP)

Transformation at local government from regulatory to developmental local government is represented by the process of IDP. Section 35 (1) of the Municipal Systems Act, 2000, refers to IDP as the “principal strategic planning instrument, which guides and informs all planning and development, and all decisions with regard to planning, management and development in the municipality”. Therefore, anything and everything a municipality does will have to comply with the guidelines outlined in the IDP (Government Law Bulletin, 2001: 5).

What follows next is a discussion of those facets of IDP that are regarded as essential in terms of the Municipal Systems Act, 2000:

- **Adoption and management**

In terms of section 30 of the Municipal Systems Act, 2000, the driving force behind the drafting of the IDP must be the executive committee or the executive mayor or a committee appointed by the Council if the former two do not exist. The office-bearers or committees in charge of the drafting process must assign the responsibilities of drafting the IDP to the municipal manager. After the IDP has been drafted, the Council must in terms of section 24 adopt the plan as the blueprint of the development of the municipality.

- **Minimum content**

The IDP has to comply with the following minimum requirements as set out in section 26 of the Municipal Systems Act, 2000, before it can be legally adopted by a municipality:

- a vision for long-term development, with specific emphasis on the municipality's development and internal transformation needs;

- an assessment of existing levels of development, including an identification of communities excluded from services;
- the development priorities and objectives, including local economic development aims and internal transformation needs;
- the development strategies, which must be aligned with national and provincial plans and planning requirements;
- a spatial development framework, including basic guidelines for land use management;
- the operational strategies;
- disaster management;
- a financial plan, including a budget projection for at least the next three years; and
- the key performance indicators and key performance targets.

- **Community participation**

Community participation in the IDP process is of paramount importance in line with section 152 (1) of the Constitution of the Republic of South Africa, 1996, that encourages the involvement of communities and community organisations in local government.

It is evident from the foregoing discussion that the IDP is essentially about planning. However, it is also important to ensure that plans are implemented. Performance management serves to fulfil this function and is for all intents and purposes an extension of the IDP as the following discussion bears testimony.

1.2.5.2 Performance Management

Plans could easily be derailed if, after their implementation, they are not evaluated. To safeguard against this possibility, the IDP has a built-in mechanism for its evaluation.

In section 38 (a) (iii) of the Municipal Systems Act, 2000, it is stipulated that “a municipality must establish a performance management system that is in line with the priorities, objectives, indicators and targets contained in its integrated development plan”.

Such a performance management system should, in terms of section 41 (1) include the following key components:-

- Key performance indicators that will serve as a yardstick for measuring performances with regard to the municipality's development priorities and objectives;
- Measurable performance targets with regard to the identified development priorities and objectives;
- Monitoring of performance;
- Measurement and reviewal of performance; and

- A process of regular reporting to the Council, the public and appropriate organs of the state.

As with the IDP, community involvement is also regarded as crucially important, particularly in the development, implementation and review of the municipality's performance management system (section 42).

1.2.6 Evaluation

Many changes have taken place at local government since the days of the DEIC rule. Looking at local government now, there is little doubt that transformation has taken place. Developmental local government represents a revolution at local government sphere.

For human resources, this transformation means a whole new ball game with a different set of challenges. It requires a shift in the collective mindset of the human resources from the previous regulatory and oppressive mode to that which is geared towards the promotion of economic and social development of local communities.

However, before putting the above theory to test, it should be worthwhile to consider comments that have been made by some writers about the implications of transformation at local government for human resources.

1.3 HUMAN RESOURCES IMPLICATIONS OF TRANSFORMATION

Boache-Danquah (2000: 65) in Africa Insight points out that human resources are an important ingredient that must be "harnessed and strengthened to ensure the needed development in local government."

These sentiments are echoed by many other writers, (for example, Pycroft in Fitzgerald eds, 1997: 392; Reddy, 2000: 302) who have observed that if local government in South Africa is going to fulfil its constitutional mandate, it will have to ensure that it has skilled human resources who are up to their new roles and functions.

The transformation process at local government level will therefore have to be matched by a process of introspection whereby municipalities will be required to conduct a stocktaking of their human resources in order to realign them with their new role.

1.4 RESEARCH OBJECTIVES AND METHODOLOGY

The preliminary literature study has indicated that municipalities in South Africa are struggling to cope with the responsibilities that the Constitution has placed on them. (e.g. Building capacity: Local Government for the 21st Century, 2000: 1; Cook in Fitzgerald eds, 1997: 275; Mokati: 2000).

One area that seems to be receiving the biggest share of the blame from many commentators is the lack of adequate human resources capacity.

It is against this background that the author has set out to investigate the human resource capacity at local government. The objective of this descriptive study is therefore two-fold. Firstly, it is to conduct an empirical analysis of Endumeni Municipality in order to determine whether it does possess the human resources capacity to deal with its developmental mandate. Secondly, it is to make recommendations in the event that the capacity of its human resources is found to be inadequate.

The research methodology used in this study will consist of the following methods:

- a qualitative questionnaire that will be administered to a purposive sample of key informants namely the Municipal Manager and the Executive Manager: Corporate Services;
- A quantitative questionnaire, which will be administered to the Councillors of the municipality. Because of the fact that they only number twelve, the sample used will be the same as the total population.
- A content analysis of the proposed organisation structure of the municipality, as well as samples of minutes of ordinary monthly meetings in order to determine the level that is occupied by the human resources function within the municipality.

1.5 AN OUTLINE OF CHAPTERS

The remainder of this study consists of four chapters. Chapter Two discusses some of the important literature that has informed this study. It will look first at the literature that deals with organisational transformation in general. This will be followed by a discussion of the literature on the human resources implications of transformation. Chapter Two ends with an outline of the key points identified from the literature study that form the basis for the next stage of empirical research.

Chapter Three discusses the research design and methodology used in collecting and analysing data. In Chapter Four the findings and results of the empirical study are presented. Finally, in Chapter Five recommendations are made based on the findings and results of the empirical study.

CHAPTER 2

Literature Review

2.1 INTRODUCTION

When one is building a house, two of the most important things one needs to put in place at the beginning are:

- the foundation, and
- the framework.

It is needless to point out that the strength of the house as well as its ability to stand the test of time depends on the strength of its foundation and framework.

Likewise, the strength of a study of this nature and its ability to withstand scrutiny, attacks and criticisms will depend largely on the strength of its theoretical foundation and framework.

This study has, as its theoretical foundation, a combination of the open systems and the contingency theories. In this study reference will be made to the open systems-contingency theory to capture the 'symbiosis' of the two theories.

The framework of this study is made out of two well established theoretical models. The first is the 'Public Management Model' (PMM) which was designed by Schwella in Fox, *et al.*, (1991). The second is the 'Integrated Strategic Transformation Model' (ISTM) which was developed by Vollmann (1996).

In the opinion of this author, the two models are equally important in their respective contributions to the study of organisational transformation. The two models complement each other as each possesses elements and strengths not stressed by the other.

In view of the fact that much has been written about the open systems and contingency theories, detailed discussion will not be devoted to them in this study. It should, however, be borne in mind that the two theories form the backdrop of this study.

Chapter Two is divided into six sections. After the first section that is devoted to the definition of key terms used in this study, the second section deals with the two theoretical models mentioned above. The two models deal with the concept of organisational transformation. Each seeks in its own way to explain what is involved in the process of transformation. Both models concede that an organisation operates within an open system whose environment is dynamic, necessitating a flexible contingency-based approach.

The two models are agreed on the fact that an organisation, in order to survive, is constantly called upon to respond to changes emanating from its environment. Whilst the PMM seems to focus primarily on this interaction between the organisation and its environment i.e. at the level of interface, and the need to make the necessary adjustments, the ISTM goes beyond that and stresses the need to anticipate and stay ahead of change. It stresses the need to 'dominate' the environment by adopting a strategic approach.

Furthermore, the ISTM also emphasizes the importance of aligning the organisation's resources, processes and systems with the organisation's strategic response. It refers to the organisation's resources, processes and systems as the infrastructure, pointing out that they serve as a support base for the organisation's competencies and capabilities. To delimit the size of the study, a decision has been made to only deal with the behavioural dimension of the organisation's competencies, capabilities and the supporting infrastructure as the title of the study indicates.

This discussion will lead to the discussion of the competency-based approach to Human Resource Management (HRM), which forms the subject of the third section of the chapter. It expatiates on the competency view to organisational transformation advanced by Vollmann (1996) in the ISTM. It does this by first defining the concept and then describing the various types of competencies.

The fourth section explains why this study is focused on the human resource perspective. It does this by highlighting the role played by human resources in organisational success. When this section ends, it is conceded that the primacy of human resources for the success of an organisation necessitates that their management be accorded the status of a strategic partner.

The fifth section begins by assigning a name to the strategic partner role of HRM, viz, Strategic Human Resources Management (SHRM). The key tenets of SHRM are given as integration, coherence and flexibility. Caution is sounded that when HRM is elevated to a strategic partner the culture of the organisation also needs to be adapted accordingly if the desired changes are to be firmly entrenched.

Finally, the sixth section provides a summary of the key conclusions drawn from the literature review.

2.2 DEFINITION OF KEY TERMS

The purpose of this section is to explain the key terms used in this study. The meanings assigned to them are contextually specific to this study.

1. Human resources

The term human resources refers to the employees and Councillors of Endumeni Municipality.

2. Human resources capacity

Human resources capacity refers to the concept that is made up of the following variables:

- strategic partnership between the HR function and other functions of a municipality;
- integration of HR practices, systems and competencies with the developmental mission of a municipality;
- coherence among the different components of the human resources strategy;
- flexibility of the human resources strategy; and
- alignment of the culture of a municipality with its mission.

3. Development local government

The term developmental local government refers to the new form of local government in which municipalities are required in terms of the Constitution of the Republic of South Africa, 1996, and the White Paper, 1998, the Local Government Municipal Structures Act, 1998, Act 117 of 1998 and the Municipal Systems Act, 2000, to display the following features:

- community participation in identifying and prioritising development needs as well as in developing performance indicators.

- promotion of social and economic development in addition to its traditional role of service delivery and regulation.

4. Transformation

The term transformation refers to the process whereby municipalities are changing from the old centralized, regulatory and racially divided system to the decentralized, developmental, democratic and non-racial form of local government.

5. Competencies

Competencies refer to the skills, behaviour and attitudes that the human resources of a municipality must have in order to fulfil its developmental role effectively.

6. Competency-based view of organisational transformation

The competency-based view refers to the view that looks at organisational transformation in terms of its implications for competencies that are necessary to support and sustain it.

7. The open systems-contingency theory

This theory refers to a combination or symbiosis of the following two theories:

- open systems theory which views an organisation as part of a wider system consisting of the internal subsystem and the external environment.
- contingency theory, which regards the relationship between the organisation as a subsystem and the wider system as dependent upon situational factors in the environment.

2.3 DISCUSSION OF LITERATURE

As stated in the introduction to this chapter, this section is about some of the concepts and theories that are found in the literature which form the basis for this study. The Public Management Model will be the first one to be discussed.

2.3.1 The Public Management Model

The PMM is concerned primarily with the interface between a public organisation and its environment. It seeks to show that a public organisation is an open system that is engaged in a relationship of reciprocity with its environment.

The model also shows that a public organisation operates within a dynamic environment that militates against any form of a relationship that is static and rigid. Such an environment necessitates a relationship that is flexible in which a public organisation's reaction is contingent upon the current dictates of the environment.

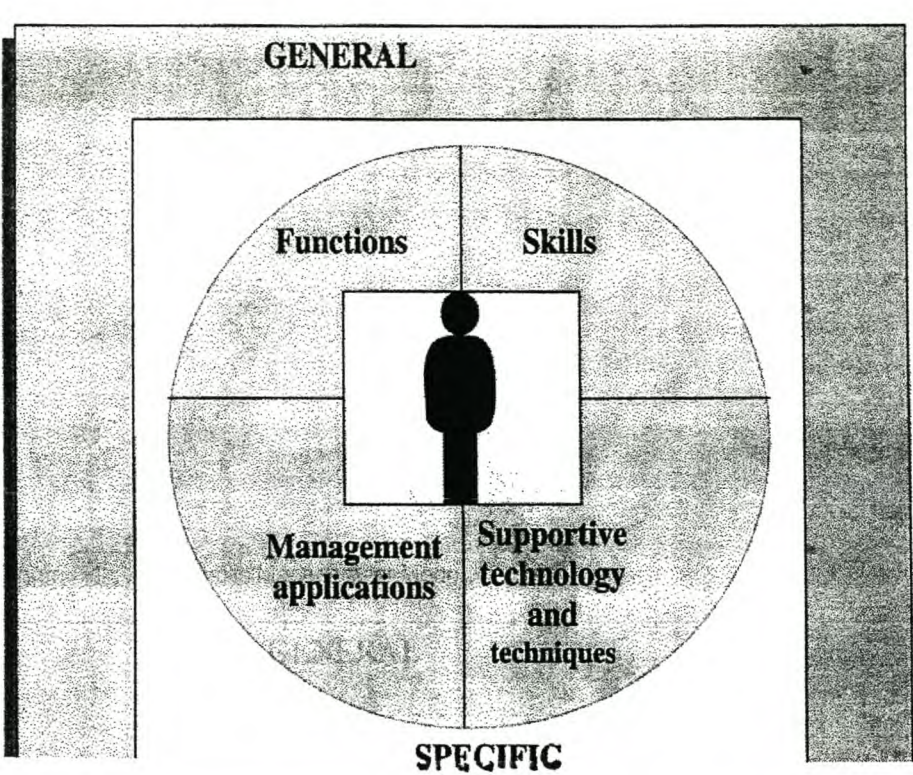
The PMM is shown in Figure 2.1 and depicts a public organisation with its functions, skills, management applications and supportive technology and techniques. A public organisation, according to this model, exists within, and is influenced by, its environmental context which consists of both the general and specific environments.

A public organisation is impacted upon by threats, opportunities and trends which occur in the political, social, economic, technological and cultural spheres of its general environment. These general environmental influences are experienced by a public organisation through its suppliers, competitors, regulators and consumers who form part of the organisation's specific environment.

Although not part of the original model, Schwella, in Schwella, *et al* (1996: 14-15) states that Klingner also makes an important

contribution to the study of environmental components by including values as part of the general environment and laws as part of the specific environment.

Figure 2.1 The Public Management Model



GENERAL		
Political * Social * Economic * Technological * Cultural		
SPECIFIC		
Suppliers * Competitors * Regulators * Consumers		
FUNCTIONS	SKILLS	APPLICATION
Policy-making Planning Organising Leading Control and evaluation	Decision-making Communication Management of change Management of conflict Negotiation	Policy analysis Strategic management Organisation development
		SUPPORTIVE TECHNOLOGY AND TECHNIQUES
		Computer technology and information management Techniques for public management

Source: Schwella in Fox, et al (1991: 4)

2.3.1.1 Evaluation of the PMM

As a theory of organisational transformation, the PMM has as its focus the interface between an internal organisation and its external environment.

In the opinion of this author, its strength is primarily on its forthright stance that an organisation cannot be insulated from the influences from its environment. In order to survive, an organisation has to identify, evaluate and make the necessary internal adjustments to the forces in its environment. An organisation has to align its structures and processes with the forces in the environment. This is crucially important because its performance or relationship vis-à-vis components of its specific environment such as its consumers, competitors and others depend heavily on how well and how quickly it is able to respond to external influences.

As far as the internal subsystem is concerned, it is the opinion of this author that the PMM is limited at the level of description. It simply mentions the elements of an organisation by referring to functions, skills, applications and supportive technology and techniques, and does not attempt to offer explanations on the nature of interactions that occur among them.

As will become evident in the next session, the ISTM purports to travel the extra mile by explaining what transpires within the 'black box'.

The term 'black box' refers to the inability of organisation theory to explain the nature of interaction within the internal environment of an organisation. In other words, the internal subsystem is not opened up and scrutinised for interactions taking place between its various components and subsystems.

2.3.2 The Integrated Strategic Transformation Model (ISTM)

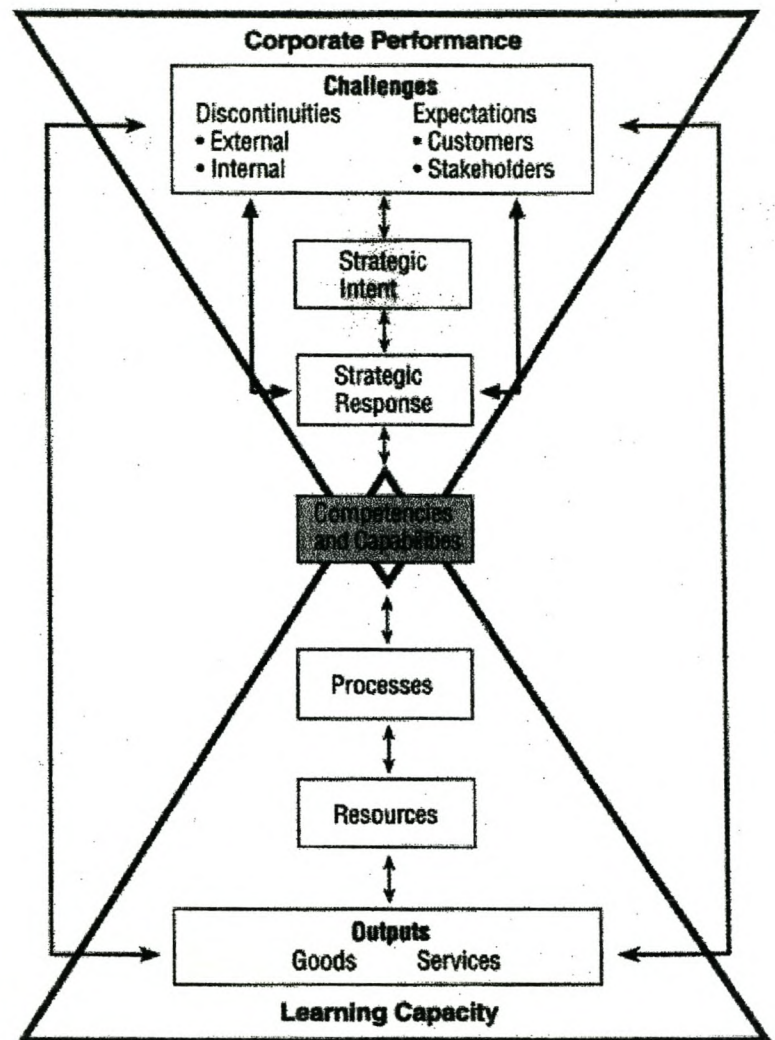
The ISTM was developed by Vollmann (1996) and is shown in Figure 2.2. It consists of two interlinked sets of activities arranged into two interlocked triangles. The top triangle represents the process of strategy formulation during which strategic responses to environmental challenges are formulated. The bottom triangle – Vollmann (1996) calls it the infrastructure – enables the strategic intent and response as represented by the top triangle.

In Figure 2.2 the top triangle is shown against the backdrop of corporate performance. This represents the linkage between a strategy and its results, which is the performance of an organisation.

On the other hand, the bottom triangle is shown against the backdrop of learning capacity. This represents the linkage between the environmental influences and the infrastructure of an organisation. It is at this point that an organisation has an opportunity to continuously and proactively renew itself in order to stay ahead of, or at least keep pace with the environmental challenges.

The two triangles are joined together by a set of competencies and capabilities. These are the competencies and capabilities that enable and support a particular strategy.

Figure 2.2 The Integrated Strategic Transformation Model



Source: Vollmann (1996: 90)

Vollmann's model is divided into the following eight facets:

- environmental challenges;
- strategic intent;
- strategic response;
- competencies and capabilities;
- processes;

- resources;
- outputs; and
- learning capacity.

These facets are in turn linked to each other by what Vollmann (1996: 4) refers to as the 'golden cord of reason'. This 'cord' is made of the following features:

- integration which joins together the different facets of the model;
- consistency which links up the various activities of the organisation into a coherent whole working in unison towards the same goals;
- feasibility which ensures that processes and resources of the organisation are compatible with its mission and objectives; and
- desirability which ensures that changes are in line with both the objectives of the organisation and the individuals.

Vollmann (1996: 49) points out that transformative change can start at any of the eight facets – he calls these entry points. Change, irrespective of where it originates should, however, produce a rippling effect throughout an organisation. What is important is that change, irrespective of the entry point, should be matched by corresponding changes in the other seven facets.

Vollmann (1996: 49) also maintains that an analysis of transformative change can begin at any level. However, the full picture only emerges once changes in the other facets and their implications have also been

considered. He maintains that “experience may be insightful, but it is only when the whole picture is seen that wisdom replaces insight”.

Transformative change that is taking place at local government has originated from the level of environmental challenges, particularly in the political sphere. According to the STM, this change should lead to concomitant changes in the other seven facets of the organisation.

The point of departure in this study is from the enabling infrastructure, particularly from the level of competencies and capabilities – what Vollmann (1996: 105) refers to as the ‘competencies view’ of an enterprise transformation. Because of the pivotal role of this view in this study, the next section is devoted to an in-depth discussion of it.

2.3.2.1 The competency view of transformation

Vollmann (1996: 197) expresses the view that changes in strategy that is not accompanied by matching changes in competencies and the supporting infrastructures are an exercise in futility. He puts it this way:

Enterprise transformation requires much more than a set of good strategic ideas. The strategic response must be linked to the required competencies and to the entire infrastructure that enables these competencies.

Vollmann (1996: 105) suggests the following set of questions that must be answered by an organisation, which is embarking on transformative change from a competencies point of view:

- Are new competencies explicitly identified as necessary to achieve transformation?
- Are competencies consistently linked to strategic responses?

- Are the competencies supported by state-of-the-art capabilities and processes?
- Are distinctive competencies being renewed and strengthened?
- Are non-core competencies being reviewed for outsourcing?
- Are competencies that are no longer in line with market place dictates being unlearned?

If Vollmann's (1996) model is valid, honest answers to these questions should enable a transforming organisation to implement a set of competencies and infrastructural changes that are integrated and consistent with the mission and objectives of an organisation.

What follows below is an evaluation of the model in terms of its contribution to organisational transformation.

2.3.2.2 Evaluation of the ISTM

In the opinion of this author, the value of the ISTM lies in its capacity to explain what actually happens inside an organisation during transformative change. It does this particularly by articulating the role of the 'golden cord of reason' according to which the various parts of a transforming organisation should function.

For instance, the ISTM maintains that, whatever or wherever changes take place in an organisation, they will be effective only if:

- they are integrated not only with the mission or strategic intent of the organisation but also with all other facets of the organisation leading to vertical integration;

- they are consistent throughout the organisation with all the parts, elements and individual employees pulling together in one direction, leading to horizontal integration or coherence;
- they are feasible and attainable in terms of the resources and capabilities of the organisation; and
- they are considered desirable and worth pursuing by the organisation and individuals within it, which brings in the question of values and cultural compatibility.

As was established in the previous section, competencies and the infrastructure that enables them are central to the transformative change that is taking place at local government. It is for this reason that the next section discusses the competency-based approach in detail.

2.3.3 The competency-based approach to Human Resources Management (HRM)

The focus on the role of competencies and the enabling infrastructure as a means of achieving the mission and objectives of the organisation is known as the competency-based approach to HRM. This approach is discussed next, beginning with some definitions of the concept of competency.

2.3.3.1 Definitions of the concept of competency

The concept of competency was first given prominence by Boyatzis in 1982 who defined it as “a capacity that exists in a person that leads to behaviour that meets the job demands within the parameters of the organisational environment and that, in turn, brings about desired results.” (Armstrong, 1999: 268). Armstrong (1999: 268) also points out that the primary characteristic of the concept of competency is that

it is concerned with the behavioural aspects of human performance that differentiates between effective and less effective performance.

Other writers have also defined the concept of competency as is evident from the following definitions taken from Armstrong (1999: 268):

- Woodruffe, 1990, talks about “the behavioural dimensions that effect performance”.
- Spencer et al, 1990, define it as “any individual characteristics that can be measured or counted reliably and that can be shown to differentiate significantly between effective and ineffective performance”.
- Furnham, 1990, refers to “the fundamental abilities and capabilities needed to do the job well”, whilst;
- Roberts, 1997, sees it as “all the work related personal attributes, knowledge, skills and values that a person draws upon to do their work well”.

2.3.3.2 Types of competencies

Armstrong (1997: 271-272) differentiates between the following types of competencies:

- *Generic and specific competencies*

Generic competencies can either refer to those competencies which apply to all people in an occupation irrespective of the organisation to which they belong or their particular role, e.g. management competencies or to those which apply to all staff

in an organisation; or to those which apply to a related group of jobs where the nature of the work is similar, but carried out at different levels.

Specific competencies, on the other hand, are those that are related to individual roles, i.e. role-specific competencies.

- *Threshold and performance competencies:*

Threshold competencies refer to the basic competencies required to do a particular job, and do not differentiate between high and low performers. Performance competencies, on the other hand, are those that make the distinction between high and low performers possible.

- *Differentiating competencies*

Differentiating competencies are those that distinguish between the behavioural characteristics of high performers and those which characterise less effective people, i.e. the performance dimensions of the job.

One way of doing this is by deriving positive and negative indicators for each competency, with the former representing high performers and the latter representing low performers. For example, in respect of 'leadership'. Armstrong (1999: 272-273) gives the following set of differentiating competences:

Positive indicators

- achieves high level of performance from the team;
- defines objectives, plans and expectations clearly;

- continually monitors performance and provides good feedback;
- maintains effective relationships within individuals and the team as a whole;
- develops a sense of common purpose in the team;
- builds team morale and motivates individual members of the team effectively by recognising their contribution while taking appropriate action to deal with poor performers.

Negative indicators

- does not achieve high levels of performance from the team;
- fails to clarify objectives or standards of performance;
- pays insufficient attention to the needs of individuals and the team;
- neither monitors nor provides effective feedback on performance;
- inconsistent in rewarding good performance or taking action to deal with poor performance.

Another method uses a scale to provide a basis for assessment, for which Armstrong (1999: 273) gives the following example for 'personal drive':

- decisive even under pressure, assertive and tough-minded in arguing his/her case, very self-confident, shrugs off set-backs;
- will commit him/herself to definite opinions, determined to be heard, can come back strongly if attacked;
- may reserve judgment where uncertain, but stands firm on important points, aims for compromise, and is fairly resilient;
- avoids making rapid decisions, takes an impartial coordinator's role rather than pushing own ideas;
- does not pursue his/her own points, goes along with the group, allows criticisms or setbacks to deter him/herself.

Finally, one other differentiation of competencies is that made by Sparrow and Boam in Rogers (1999: 143). They emphasize the contextual specificity of competencies and maintain that they are related to the organisation's lifecycle and environment. This type of classification leads to the following categories of competencies:

- core competencies which are those with an enduring relevance;
- emergent competencies which are becoming increasingly significant;
- transient competencies which are important only as an organisation progresses through a particular point in its lifecycle or during particular types of organisational change;
- maturing competencies which are becoming less relevant.

2.3.3.3 Summary

The above discussion can be summed up by again referring to Armstrong (1999: 275) who maintains that the concept of competency is at the heart of human resource management. He points out that:

[The concept of competency] is directly linked to a fundamental aim of strategic HRM – [which is] to obtain and develop highly competent people who will readily achieve their objectives and thus maximize their contribution to the attainment of the goals of the enterprise.

This study is therefore about SHRM. Competencies and the enabling HR processes and policies merely serve the function of facilitating the process of strategic HRM. As a result, SHRM will be discussed at length in the final section of this chapter.

Before going into the discussion of SHRM, however, this author's decision to focus on the behavioural aspect of the organisation, particularly the human resources competencies, processes and policies needs to be explained. This is the subject of the next discussion.

2.3.4 The primacy of human resources in organizational success

The decision to limit this study to the human aspect of an organisation was not accidental. There is in fact more than enough evidence to suggest that human resources are central to the achievement of the mission and objectives of an organisation (Armstrong and Long, 1996; Barrat and Downs, 1998; Armstrong, 1999; Fowler, 1999; Charlton, 2000).

Charlton (2000: 9) for instance makes an observation that one common denominator among the best performing companies (he calls them 'all stars') is that: "they live the hackneyed phrase, 'people are our most important asset'."

Barrat and Downs (1998: 8) on the other hand, are short and crisp: “it is people who make or break the organisation.”

Fowler (1998: 3) is even more contextually specific: “a local authority’s ability to deliver ... depends critically on the level of skill and commitment of all its employees.”

Guest in Armstrong (1999: 66) refers to the favourite phrase in business: “evidence shows a link between investing in human resources and improvements in the bottom line.”

These writers also agree that people or human resources contribute to superior organisational performance in the following three important ways:

- creation of added value;
- achieving and maintaining competitive advantage; and
- contribution to quality.

The following discussion takes a closer look at these contributions that people can make to the ‘bottom line’.

2.3.4.1 Creation of added value

According to Armstrong (1999: 62) people add value to an organisation by creating visions, defining values and missions, settings goals, developing strategic plans and implementing those plans in accordance with the underpinning values. In other words, not only are people responsible for initiating plans for the organisation and giving it

direction, they are also instrumental in ensuring that those plans are translated into reality.

The Director of Operations at Welland Water quoted in Armstrong and Long (1996: 151) goes further and suggests that for added value to be realized, people must be used in the best way possible, and an enabling environment must be created so that they can contribute to the best of their ability. Such an environment, according to Armstrong and Long (1996: 148), consists of “anything that is done to obtain and develop the right sort of people, to motivate and manage them effectively, to gain their commitment to organisational values ... and to deploy them effectively and productively ...”

2.3.4.2 Achieving and maintaining competitive advantage

Not only are human resources responsible for the creation of added value, they also play a significant role in achieving and maintaining competitive advantage of an organisation. According to Brewster *et al* (2000: 17) a substantial body of evidence exists which supports the fact that the organisation’s human resources are a primary source of competitive advantage.

An organisation can be guaranteed of such an advantage if, according to Armstrong and Long (1996: 151), its human resources possess unique talents which enable them to display superior performance, high productivity, flexibility, innovation and high levels of customer service.

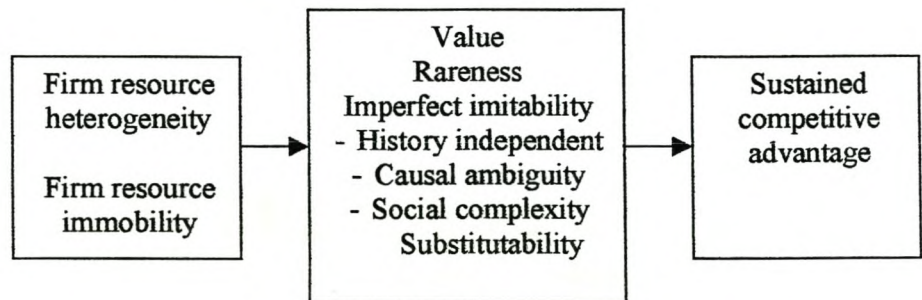
Barney in Brewster *et al* (2000: 22) has provided a model that confirms the contribution that human resources can make to the organisation’s competitive advantage. The model is known as the resource-based approach to performance of an organisation. It suggests that the resources of an organisation are heterogeneous and immobile, and are

thus not transferable or imitable. Barney's model is reproduced in Figure 2.3.

According to the model, the resources of an organisation can be a source of competitive advantage if they satisfy the following conditions:

- value creation;
- rarity;
- imitability; and
- unsubstitutability.

Figure 2.3 Barney's model of the organisation's resources and sustained competitive advantage



Source: Brewster et al (2000: 22)

Wright and McMahan in Brewster et al (2000:23) have used Barney's model to evaluate human resources in terms of their contribution to the competitive advantage of an organisation. The conclusion that they have drawn is that human resources can indeed be a source of competitive advantage because:

- they can create value if they possess core competencies and skills that are unique;
- they can be rare if the organisation employs people with high levels of ability;
- they can be difficult to imitate due to the unique historical conditions, causal ambiguity and social complexity; and
- they can be difficult to substitute if they possess high abilities that other organisations cannot replace by developing alternative means.

2.3.4.3 Contribution to quality

In addition to the above mentioned contributions, human resources can also be an important source of quality.

Armstrong (1999: 64) makes an observation that quality cannot be realized without people or human resources. He advises that when one talks of quality, one is not referring to “a system or program which is lifted down from a consultant’s shelf, installed by manufacturing or quality control, and then forgotten”, but to a process in which people play a pivotal role. According to Armstrong, an organisation needs people who are sufficiently flexible and adaptable to meet the demands of customers for quality.

2.3.4.4 A convincing case for integration of people issues at strategic level?

From the above discussion, one can conclude that human resources play a pivotal role in the success of an organisation. In Charlton’s view, however, organisations do not take advantage of these very important resources (Charlton, 2000: 19). This is captured in the following rhetorical question, which he poses:

Because human performance underpins financial performances, why do most organisations continue to pay only lip service to this key differentiator ... ?

The answer provided by Charlton (2000) is that if people are to occupy their rightful place as a primary resource which is central to the success of an organisation, there needs to be a shift in HR mentality towards that which sees human resources management as a strategic partner.

Research conducted among 60 companies in the United Kingdom into their financial performance over a ten year period (1978 – 1988) also revealed, according to Fox *et al* in Harrison (1994: 54), that “high degrees of integration between HRM strategy and corporate strategies were most strongly associated with high financial performance, and low degrees of integration ... were strongly associated with low financial performance.”

The idea that sees human resources management as a strategic partner is therefore at the core of the concept of strategic HRM, which is the subject of the next discussion.

2.3.5 Strategic Human Resources Management (SHRM)

The following observation made by Armstrong and Long (1996: 44) captures the rationale behind the concept of SHRM:

Just as firms will be faced with inefficiencies when they try to implement new strategies with outmoded structures, so they will also face problems of implementation when they attempt to effect new strategies with inappropriate HR systems.

For HR systems or strategies to be appropriate they need to support the competitive strategy of the organisation (Wright and Snell in

Armstrong, 1999: 248). To achieve this, they need to fulfill the following requirements:

- integration,
- coherence, and
- flexibility.

These requirements are discussed at length in the following discussion.

2.3.5.1 Integration and coherence

Most of the earlier literature on SHRM (e.g. Harrison, 1994; Armstrong and Long, 1996; Armstrong, 1999) only deals with the first two elements of integration and coherence. Integration refers to what Brewster *et al* 2000: 72) call the 'vertical fit'. They define it as "the alignment of HRM practices and the strategic management process" (Brewster *et al* 2000: 74).

Coherence, on the other hand, refers to what Brewster *et al* (2000: 74) call the 'horizontal fit'. Such coherence is, according to Armstrong (1999: 251), made possible by "the process of 'bundling' of the development of HR strategies and practices – the so-called 'complementaries'".

As it will become evident later in the discussion, the focus on integration and coherence places emphasis on the concept of strategic fit, which is described by Brewster *et al* (2000: 74) as a 'snapshot of a particular short period of time'. However, this concept fails to capture the effect that the complex and dynamic external environment has on the choice of an appropriate strategy in the long run.

The concept of strategic fit is shown diagrammatically in Figure 2.4. The diagram combines the two elements of integration and coherence,

HR strategies are not only integrated with the business strategy, but are also coherently connected to each other.

According to Walker in Armstrong and Long (1996: 48), there are three types of integration or 'vertical fits', namely (i) the integrated process, (ii) the aligned process, and (iii) the separate process.

The integrated process – In this approach, HR strategy formulation takes place at the same time as the other business functions' strategies in one strategy review process. The HR strategy is therefore formulated as an integral part of the business strategy.

Figure 2.4 The Human Resources Cycle



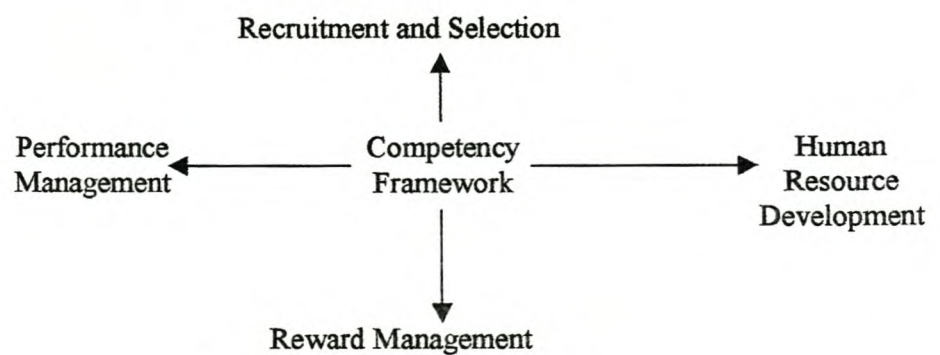
Source: Harrison (1994: 40)

The aligned process – In this approach, the HR strategy and the business strategy formulation develop as two parallel processes which usually take place at the same time. There is always a high possibility that the two processes can influence each other since they are considered together.

The separate process – In this approach, a distinct HR plan is developed in a process that is separate from the business strategy formulation. The process may take place concurrently with the overall strategic planning; before it, thus providing input to it; or following it, thus examining its implications.

With regard to coherence, HR practices and systems have to support and complement each other (Harrison, 1994: 42). One way of ensuring this is, according to Armstrong (1999: 275), by constructing HR activities around a competency framework, as shown in Figure 2.5 below.

Figure 2.5 *Competency-based coherent HR strategy*



Source: Armstrong (1998: 276)

Competency-based coherence of HR strategy as depicted in Figure 2.5 above, can be explained as follows:

- recruitment and selection: the competency framework forms the basis for compiling competency-based people specifications. It also assists in providing a framework for structured interviews;
- performance management: the competency framework provides criteria for setting performance standards that form the basis for performance management agreements;
- human resources development: the competency framework is used to determine the 'performance gap' between actual and target performance. On the basis of the gap, development plans and content are set;
- reward management: employee rewards are linked to defined levels of competence in what is known as competence-related pay.

As can be seen from the above explanation of Figure 2.5 the competency-based approach maintains that a coherent HR strategy is achieved when every HR initiative has, as its point of reference or 'axis', a common competency framework.

Many writers (e.g. Harrison, 1994; Armstrong and Long, 1996; Armstrong, 1999), however, are of the opinion that such a situation is difficult to attain, and usually develops incrementally or progressively.

The so-called 'snapshot' of the HR strategy is therefore unlikely to reveal a strategy that is fully coherent. The least that could be expected is, according to Armstrong (1999: 253), "that no initiative is pursued without assessing initially how it is going to fit current policies and practices, and no initiative should be implemented until

steps have been taken to ensure that congruence exists between it and existing processes.”

The concept of strategic fit which combines integration and coherence of HR strategy therefore serves to explain only the ‘snapshot’ situation of SHRM. However, recently there has been a growing realization that the ‘strategic fit’ alone cannot cope with the long-term impact of a changing environment on the HR strategy (Brewster *et al*, 2000: 74 – 75).

The next discussion deals with the additional requirement of an HR strategy which is flexibility.

2.3.5.2 Flexibility

An HR strategy, according to Brewster *et al* (2000: 74), also needs to be flexible in order to adapt to the complex and dynamic environment. In their view, an organisation that has a flexible strategy can count on a range of alternatives which enables it to modify its current practices as the environment changes.

According to Brewster *et al* (2000: 74), there are two schools of thought which seek to explain the relationship between integration and coherence, on the one hand, and flexibility on the other. First there are ‘orthogonists’ who argue that the concept of strategic fit (integration and coherence) and flexibility are opposites which cannot cooperate; and secondly there are ‘complementarists’ who see the two as essentially two sides of the same coin which are both necessary for organisational effectiveness.

Complementarists maintain that whilst a strategic fit is necessary for an organisation if it is to function effectively in its current environment, flexibility becomes equally important in a dynamic environment. This author concurs with the view of the complementarists.

Their view also tallies with the theoretical basis of this study which is embedded on the open system – contingency approach.

Wright and Snell in Brewster et al (2000: 76) have put together a model which combines the two elements of strategic fit and flexibility which they have labeled a ‘dynamic fit’. This model is depicted in Figure 2.6 with the top half representing the strategic fit and the lower half representing flexibility.

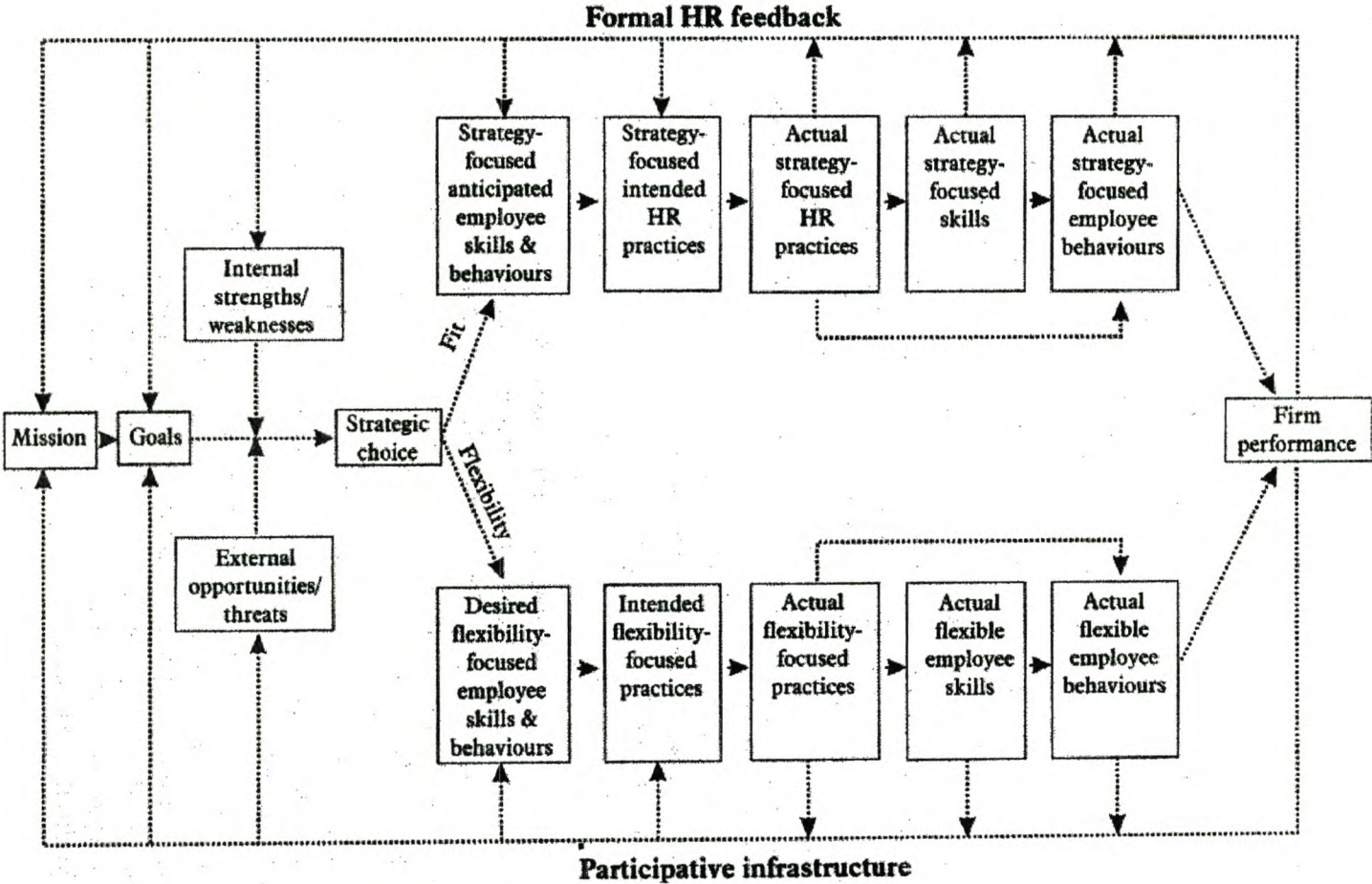


Figure 2.6 The dynamic strategic fit

Source: Brewster et al (2000: 76)

From the above discussion it can be deduced that SHRM is essentially about the concept of the dynamic strategic fit between the HR strategy and the overall strategy of an organisation. For the 'fit' to be sustained, it needs to be complemented by an appropriate culture.

Before ending off this chapter therefore, the next session will look briefly at the importance of having a fit between the culture of an organisation and the prevailing HR strategy.

2.3.5.3 Cultural fit

The importance of a cultural fit is underlined by Harrison (1994: 48) who states that there is a cultural element in any change effort which should also be given its fair share of attention. She asserts that "changes are frequently accompanied by attempts to develop across the organisation the kind of culture that will encourage and reward the attitudes and behaviour that the drive for change demands." (Harrison, 1994: 49).

Harvey and Brown (1996: 409) have also lent support to the idea of a cultural fit. They maintain that "[the culture of the organisation] can be its major strength when it is consistent with its strategies." Elsewhere, Harvey and Brown (1996: 73) also state that an inappropriate culture can be a major stumbling block to successful implementation of the strategy of an organisation.

It can therefore be said in conclusion that in order for changes in the HR strategy, practices and systems to have the desired effect, the culture of an organisation ought to undergo corresponding changes.

Having discussed in this chapter some of the important literature that form the basis for this study, all that is left now is to round it off by giving a synopsis or summary of the main points that were drawn from the literature review. This will form the subject of the next discussion.

2.3.6 A synopsis of the literature reviewed

The foregoing review of literature has led to the following identification of key points that will serve as a basis for empirical research in the next chapter.

2.3.6.1 The need for a strategic partnership between HR and the other functions of the organisation

It has been established that HRM is such an important and crucial 'cog' in the success of an organisation that it ought to be assigned the status of a strategic partner.

Such a status, according to a model by Grobler in Carrell *et al* (1998: 602-607), entails the following main features:

- The mission or strategy of the organisation should contain an HRM component or strategy. Such an integrated organisational strategy should be the product of a strategic management process in which HRM is intrinsically involved.
- The HR function should be upgraded and be represented at the strategic level. This would entail *inter alia* the upgrading of the position of the HR professional by making it highly skilled and having increased levels of power, access and influence within the organisation.

2.3.6.2 The importance of a flexible HR strategy

In view of the complex and dynamic nature of the environment within which an organisation operates, the need for an HR strategy that is flexible and responsive becomes very important.

To achieve a flexible HR strategy, the HR function needs to have its own systematic environmental scanning. The existence of such a mechanism enables an organisation to timeously identify potential threats and opportunities in the environment and make the necessary adjustments in its HR strategy.

2.3.6.3 The crucial role of vertical integration

The review of literature also underlined the crucial role of integration between the strategy of an organisation and its HR strategy, policies and systems.

Vertical integration entails *inter alia* ensuring that the organisation has skilled, committed and well-motivated employees that can enable it to achieve its overall strategies and objectives (Armstrong, 1999: 45).

2.3.6.4 The need for a coherent HR strategy

It also became evident from the literature review that it is important for an organisation to have an HR strategy whose elements are congruent with each other if it is to achieve its overall strategy and objectives.

To achieve a coherent HR strategy, there needs to be a common point of reference such as a common competency framework, which connects together all the various elements of an HR strategy (Armstrong, 1999: 46).

2.3.6.5 The importance of a cultural fit

The review of literature also revealed the importance of aligning the culture of an organisation with the strategic changes taking place in that organisation.

To borrow the words of Armstrong (1999: 159), this means that there would have to be a change in “the pattern of values, norms, beliefs and assumptions that ... shape the way in which people behave and things get done.”

2.4 CONCLUSION

The purpose of this chapter has been to provide the theoretical background for organisational transformation. The emphasis has been on the human resources implications of transformation.

Chapter Three which follows signifies a transition from a theoretical to an empirical setting in which the practical value of the key points that were identified in this chapter will be tested. This will be done by looking at the situation of human resources in the case study of Endumeni Municipality.

CHAPTER 3

Research Design and Methodology

3.1 INTRODUCTION

Chapter Two ended with an identification of the key points that are regarded as essential in an analysis of the human resources capacity of an organisation. These key points were drawn from the review of some of the important literature on the subject of organisational transformation and SHRM.

To recap, the following key points were identified:

- strategic partnership;
- vertical integration;
- coherence of HR strategy;
- flexibility of HR strategy; and
- cultural fit.

The purpose of Chapter Three is to give an account of the process that has been followed during the empirical research into these key factors at Endumeni Municipality. It begins by stating the research problem and defining the key concepts and variables. The second section discusses the instruments used in the measurement of the key variables. This is followed by a section on sampling which includes particularly the rationale for the various sampling techniques that were used. The fourth section discusses the process of data collection, which is followed by a section that deals with the procedures used in the analysis of data. Finally, the last section discusses the quality of data by highlighting the shortcomings and limitations of the data collected.

3.2 THE RESEARCH PROBLEM, KEY CONCEPTS AND VARIABLES

Chapter Three signifies a movement from the world of theory to the world of empirical research. In this study, the subject of empirical research is Endumeni Municipality, which is situated in the province of KwaZulu – Natal. This is the area designated KZ241 by the Municipal Demarcation Board and consists of former municipalities of Dundee and Glencoe, as well as parts of the former Umzinyathi Regional Council. It is located 360 kilometers South-East of Johannesburg and 173 kilometers north of Durban (Endumeni Municipality Integrated Development Plan, 2001: 4).

The establishment of Endumeni Municipality coincided with the assignment of a new role to the municipalities. In terms of Section 153 (a) of the Constitution of the Republic of South Africa, 1996, municipalities are required to perform a more developmental role as opposed to the strictly regulatory role of the apartheid era.

The empirical research that was conducted at Endumeni Municipality sought to investigate whether this particular municipality does have the human resources capacity to carry out its constitutional responsibilities.

The key concept in this study is therefore human resources capacity. However, this concept is an abstract idea that needs to be made concrete and measurable for the purpose of empirical research. Hence, its operationalisation into the following variables that were identified from the study of literature:

- strategic partnership;
- vertical integration;
- coherence of HR strategy;
- flexibility of HR strategy; and
- cultural fit.

This implies that the human resources of Endumeni Municipality would be deemed to be fully capacitated if all five variables are found to be present. The converse would also hold true. The five variables have been defined and explained in Chapter Two and no further discussion will be devoted to them in this chapter.

The following section looks at how these variables have been measured during the process of empirical research.

3.3 MEASUREMENT OF KEY VARIABLES

The five variables mentioned in the previous section have been measured using the method of triangulation. This is the approach that uses more than one measure of the same construct in order to obtain a more balanced view of the construct (Welman and Kruger, 1999: 139).

Two research methods were used namely the quantitative and qualitative research methods. The quantitative research method was used to measure the variables of vertical integration and cultural fit. It consisted of a quantitative questionnaire that was administered to the entire population of Councillors. (See Annexure D and E respectively for English and Zulu copies of the quantitative questionnaire.)

The quantitative questionnaire was divided into the following sections:

- *Introductory questions:* Questions 1 and 2 are introductory questions which seek to establish respectively the length of service as a Councillor and the extent to which each Councillor is satisfied with the manner that the council functions.

- *Questions on vertical integration:* Questions 3 to 10 ask questions on vertical integration. A Likert scale is used to establish the level of attitude of Councillors towards developmental local government. Questions 3 to 8 ask respondents to agree or disagree on a 5 - point range. Questions 9 and 10 ask respondents to rank order, respectively, statements according to the importance and priority they attach to them.
- *Questions on cultural fit:* Questions 11 to 17 ask questions on cultural fit. The questions are also in the form of a Likert scale. Questions 11 and 12 ask respondents to either agree or disagree on a 5 - point scale. Questions 13 to 17 ask respondents to rank order statements according to the level of comfort they feel towards each one of them.
- *Open-ended question:* Question 18 asks an open-ended question in line with Welman and Kruger's assertion that "even if a questionnaire is made up exclusively of multiple-choice items, it may be a good idea to conclude it with an open-ended question with a view to determining whether anything of importance to the respondent has been omitted" (Welman and Kruger, 1999: 174).

Out of the total of twelve questionnaires, seven were asked in English and five in Zulu in order to accommodate language proficiencies of the different Councillors.

The qualitative research method, on the other hand, consisted of a qualitative questionnaire (see Annexure F) and content analysis.

The qualitative questionnaire: The original idea was to conduct interviews with a purposive sample of key informants, namely the

Municipal Manager and the Executive Manager: Corporate Services. However, due to difficulties in securing appointments with these key individuals, the interview guide was converted to a qualitative questionnaire that was administered to the same key informants mentioned above. The qualitative questionnaire measures all five variables and is divided respectively into Themes A, B, C, D and E.

The content analysis: The quantitative and qualitative questionnaires were supplemented by an analysis of a selection of official documents of the municipality, namely, the organogram and minutes of a selected sample of monthly meetings of Council. (These are included as Annexure H, I and J respectively.) The purpose of the content analysis was to find out if the HR function played any role in the strategic management process of the municipality.

To check for validity of both the quantitative and qualitative questions, assistance was sought and obtained from an industrial psychologist at the University of Natal, who after some suggestions confirmed their validity.

3.4 SAMPLING TECHNIQUES

Three different sampling techniques were used respectively for the three measuring instruments. For quantitative analysis the entire population of Councillors was used. This was due to the small number of Councillors (12), which militated against any form of a representative sample. The list of Councillors is included as Annexure G.

For the purpose of qualitative analysis, a purposive sample was used. Key informants were identified based on the assumption that, because of their seniority at the municipality, they would be in a better position

to articulate the necessary information. The key informants were the Municipal Manager who, as the Chief Executive Officer, has the benefit of a broad overview of the municipality and its environment; and the Executive Manager: Corporate Services, who is the head of the staff function of which the HR function forms a part.

For the purpose of content analysis, an accidental sample was used. An accidental sample is by definition that which uses information that is readily available (Bouma, 1993: 117; Welman and Kruger, 1999: 62). The organogram that was available at the time of research was the proposed organisational structure. It was learnt, however, from the Executive Manager: Corporate Services that the final organogram was unlikely to change much. Secondly, the minutes of ordinary monthly meetings that were analysed were those that the Executive Manager: Corporate Services could make available to this researcher.

3.5 DATA COLLECTION PROCESS

The process of data collection began with a letter of introduction (Annexure A) that was faxed through to the Municipal Manager asking for permission to do research at the municipality. This was followed by a telephonic conversation on 5 October 2001 in which the purpose, objectives and logistics of the proposed research were explained to the Municipal Manager.

With permission having been granted, the Municipal Manager offered the services of the Executive Manager: Corporate Services as the person who would assist with gaining access to respondents and necessary information.

The Executive Manager: Corporate Services made it possible for this author to gain access to the list of Councillors, the organisational structure, minutes of the ordinary monthly meetings and the IDP document.

On 17 October 2001, the author delivered questionnaires to the Executive Manager: Corporate Services for distribution to the respondents. Each questionnaire was accompanied by a letter of introduction (Annexure B and C), which was addressed to individual Councillors and written in either English or Zulu, depending on the language proficiency of the particular Councillor.

On 31 October 2001, the author collected the completed questionnaires and other documentation from the Executive Manager: Corporate Services. This marked the end of the actual fieldwork and signified a return to the office for the purpose of data analysis. The process followed during the analysis of data is discussed next.

3.6 ANALYSIS OF DATA

The fieldwork produced two sets of raw data. The first was quantitative and consisted of responses to the quantitative questionnaire. The second was qualitative, which resulted from the responses to the qualitative questionnaire as well as information from content analysis.

Quantitative data pertained to the variables of vertical integration and cultural fit. Each variable was examined separately, on the basis of a set of questions. To summarise the data, frequency tables were constructed with the Statistical Package for the Social Sciences computer programme for each of the questions (see Annexure K for the complete schedule of the frequency tables).

Statistical Package for the Social Sciences (SPSS) is a set of computer programmes for analysing a wide range of psychological, social or economic data, in wide use in university and similar research. The current version is Level 10, after 20 years of continued expansion and development.

Each frequency table contains the following information:

- heading of the question,
- categories for each question,
- total frequency for each category, and
- percentages of responses in each category.

Qualitative analysis, on the other hand, involved an ethnographic examination of the responses of the Municipal Manager and Executive Manager: Corporate Services to the qualitative questionnaire. Their responses covered all five variables namely strategic partnership, vertical integration, coherence of HR study, flexibility of HR strategy and cultural fit.

Furthermore, qualitative analysis also included an examination of the municipality's proposed organogram and selected minutes of ordinary monthly meetings. This analysis was aimed at establishing the role that the HR function plays in the municipality's strategic management process.

Finally, Question 18 of the quantitative questionnaire, which is an open-ended question, was also examined for its qualitative value.

The research methodology used in this study had some shortcomings and limitations, particularly in respect of the process of data collection. These are dealt with in the next section.

3.7 SHORTCOMINGS AND LIMITATIONS OF THE METHODOLOGY

As mentioned above, the shortcomings of the research methodology used in this study relate particularly to the process of data collection. The main shortcoming concerns the size of the population that research was conducted on. Endumeni Municipality is a relatively small organisation with only twelve Councillors. This implied that there was a limited source of quantitative data. The problem was also compounded by the relatively low response rate to the quantitative questionnaire, which was 58%.

Ideally, a bigger municipality with a bigger number of Councillors would have produced a larger pool of data from which to draw conclusions. Furthermore, the smallness of the municipality also affected the size of the population from which to draw qualitative data. Only two key informants could be found, although ideally a more balanced picture would have been formed if the data were collected from a larger sample.

Furthermore, the study was conducted at a time when Endumeni Municipality, like many other municipalities in South Africa, was going through a transitional phase. The municipality was still grappling with the process of concretising the requirements of development local government. Many things were in the process of changing from the old to the new system, and were not as definite as would have been, had the study been conducted at a much later stage. For example, the organisational structure had not been finalised, which meant that the study had to work with a provisional organogram.

In assessing the role that is played by HR in the strategic management process of the municipality, the original plan was to analyse minutes of the strategic management meetings. However, such minutes were not available, solely because meetings of this nature had not taken place. The researcher had to settle for the minutes of ordinary monthly meetings, whose focus is more on the operational aspects of the municipality than on strategic issues.

Finally, questions on vertical integration measure primarily the attitudinal dimension of HR competencies. This was due to the fact that it proved difficult to formulate questions on the skills and behavioural dimensions. It is therefore admitted that this measurement instrument was more biased towards the measurement of attitudes of HR when questions on vertical integration were formulated.

3.8 CONCLUSION

In spite of the shortcomings and limitations mentioned in the previous section, the research was conducted without any major problems. The next chapter discusses the results and findings of this process.

CHAPTER 4

Results: Presentation and Discussions

4.1 INTRODUCTION

In the previous chapter, a description was given of empirical research that was conducted into the human resources capacity of Endumeni Municipality. This involved going out into the field to collect the relevant data by means of appropriate research methodologies.

In this chapter, the data that was collected, will be presented and discussed. The chapter begins by providing the profiles of the different samples that were used in the study. This is followed by a section that presents and discusses the results of the study.

Finally, the chapter is concluded by giving an interpretation of the main findings.

4.2 SAMPLE PROFILES

Three different types of samples were used in this study. For the quantitative questionnaire the entire population of Councillors was used, and for qualitative analysis the purposive and accidental samples were employed. This section discusses the respective profiles of these samples, starting with the sample of Councillors.

4.2.1 Councillors for Endumeni Municipality

The list of Councillors who make up the Endumeni Council is attached as Annexure G. As mentioned in the previous chapter, the small size of the Endumeni Council necessitated that the entire population of Councillors be used as the sample. The Councillors of Endumeni Municipality possess the following main characteristics:

- *Party political affiliation:*
Out of the total of twelve Councillors, 4 are IFP, 4 ANC and 4 DA. This is clearly a peculiar situation with all parties having equal representation.
- *Racial division:*
Party political affiliation is divided along racial lines. IFP and ANC Councillors are all Black, with the DA consisting of two White and two Indian Councillors.
- *Length of service:*
Out of the seven Councillors who responded to the quantitative questionnaire, six have been Councillors for less than a year and one has served for more than 15 years.

4.2.2 Profile of purposive sample

The purposive sample consisted of two key informants who were selected for their seniority in, and familiarity with, the municipality. It includes the Municipal Manager and the Executive Manager: Corporate Services.

- *The Municipal Manager:*
The Municipal Manager has worked for Endumeni Municipality for 28 years. He started his career in 1973 as a Health Inspector for the then Dundee Municipality. In 1996 he was appointed into the position of Deputy Town Secretary, a position he held until Dundee was amalgamated with Glencoe and other surrounding areas in December 2000, to become Endumeni Municipality. It was at this stage that he was appointed as the Municipal Manager for the new municipality.

His academic qualifications include a National Diploma for Health Inspectors and a Bachelor of Arts in which he majored in Public Administration and Municipal Government and Administration.

- *The Executive Manager: Corporate Services :*

The Executive Manager: Corporate Services commenced his municipal career in 1984 as a Senior Administrative Officer for Newcastle Municipality. In 1987 he moved to Eshowe Municipality where he became Assistant Town Clerk. After gaining experience in the field of management, he was appointed Town Secretary for Greytown Municipality.

In 1990 he joined Glencoe Municipality as Town Clerk. When amalgamation with Dundee Municipality took place, he was appointed as an Executive Manager: Corporate Services for Endumeni Municipality. He holds a B. Juris degree.

4.2.3 Accidental sample

The accidental sample consisted of the organogram of Endumeni Municipality and the minutes of ordinary monthly meetings. The sample is said to be accidental because the two types of documents were the only documents that could be made available to the author.

- *Organogram:* The organogram represents the proposed organisational structure of Endumeni Municipality. The amalgamation of the previously independent municipalities meant that the new municipality had to be restructured in order to accommodate officials from these areas. As a result, when this research was conducted the proposed organogram was all that could be analysed in order to establish the level occupied by the HR function. Nevertheless, the Executive Manager: Corporate Services assured the author that the final organogram was unlikely to differ much from it.

- *Minutes of ordinary monthly meetings:* These are minutes of meetings that were held monthly between representatives of the Council and the management of the municipality. This is a decision-making forum that deals with operational issues of the municipality.

Although the original request was for minutes of strategic meetings of the municipality, it was learnt that no such meetings had taken place. Minutes of the ordinary monthly meetings were the only official records that the Executive Manager: Corporate Services could make available to the author, which proved who forms part of the management team of the municipality. The minutes are for the meetings of 11 July 1994 and 13 July 1998, and are included as Annexure I and J respectively. However, for the purpose of illuminating the point that HR does not form part of the strategic management team, only the front pages of the minutes, which show the list of participants are included.

Although this was an accidental sample, the two sets of minutes were sufficient to illustrate the role of the HR function in the decision-making process of the municipality. No new information would have been availed by a bigger sample.

The above sample profiles serve to bring into focus the nature and characteristics of subjects and objects that were used in this study as source of data. The following section will present and discuss the results obtained from the process of data collection.

4.3 PRESENTATION AND DISCUSSION OF RESULTS

In this section, the results of the research process are presented and discussed in the following sequence:

- Results of the quantitative analysis.
- Results of the qualitative questionnaire
- Results of content analysis.

4.3.1 Results of quantitative analysis

Quantitative analysis consisted of an examination of data obtained from the quantitative questionnaire. The questionnaire was administered to the entire population of Councillors, which consisted of 12 Councillors. Out of these, seven questionnaires were returned yielding a response rate of 58%.

The questionnaire was divided into four sections, as follows:

- Introductory questions (questions 1 and 2);
- a section on vertical integration (questions 3 to 10);
- a section on cultural fit (questions 11 to 17);
- an open-ended question (question 18).

What follows is a discussion of the results of quantitative analysis, beginning with findings for the individual questions.

4.3.1.1 Findings per question

Except for question 18, the results of individual questions are summarised in Annexure K.

QUESTION 1

Question 1 sought to establish the length of time that each respondent has served as a Councillor. The question was asked in order to gauge the general level of experience that respondents have as councillors.

The results are shown in Table 4.1 below.

LENGTH OF SERVICE	NO OF COUNCILLORS
< 1 Year	6
1 – 4 Years	0
5 – 9 Years	0
10 – 14 Years	0
> 15 Years	1
Total	7

Table 4.1: Length of service of Endumeni Municipality Councillors

In terms of percentages the above results translate to 85,7% and 14,3% for less than 1 year and more than 15 years respectively. The other categories have 0%.

The conclusion that can be drawn from the above figures is that the Council of Endumeni Municipality is made up of predominantly inexperienced Councillors who only commenced their career in December 2000. The implication of this statement is that the majority of Councillors are still in a learning process and should benefit strongly from training and workshops.

However, in view of the revolutionary changes that have taken place at local government, even the one individual that is 'experienced' (> 15 years) may not necessarily have the kind of experience that is relevant for developmental local government.

QUESTION 2

This question asked Councillors to indicate their level of satisfaction with the manner in which the Council functions. The results are shown graphically in Figure 4.1 and indicate that 71,4% of the seven

respondents are either highly satisfied (14,3%) or satisfied (57,1%) with the way that the Council is currently functioning.

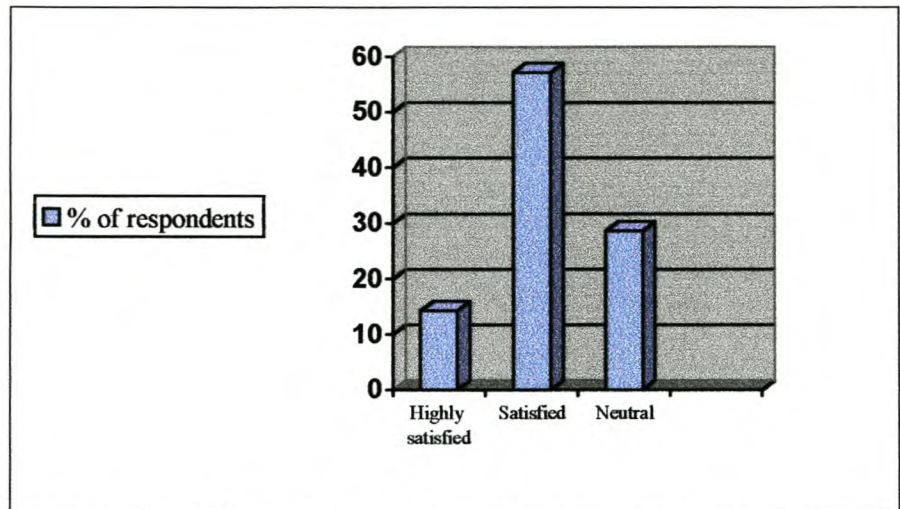


Figure 4.1 *Levels of satisfaction of Councillors of Endumeni Municipality*

These are positive results in view of the composition of the Council, which lends itself to the possibility of power struggle, stalemates and racial divisions. From these results, indications are that there is a high level of cooperation among the three political parties, which augurs well for the future of the municipality.

QUESTION 3

This question asked respondents to either agree or disagree with the statement that is fundamental to the concept of developmental local government viz. whether a municipality can effectively perform its work without community participation. Community participation forms the basis of any municipality that strives to become developmental.

Of the seven subjects who responded, six (85,7%) were in agreement with the statement that a municipality cannot perform its functions

effectively without community participation. The other response (14,3%) was missing. These results are shown in Figure 4.2 below.

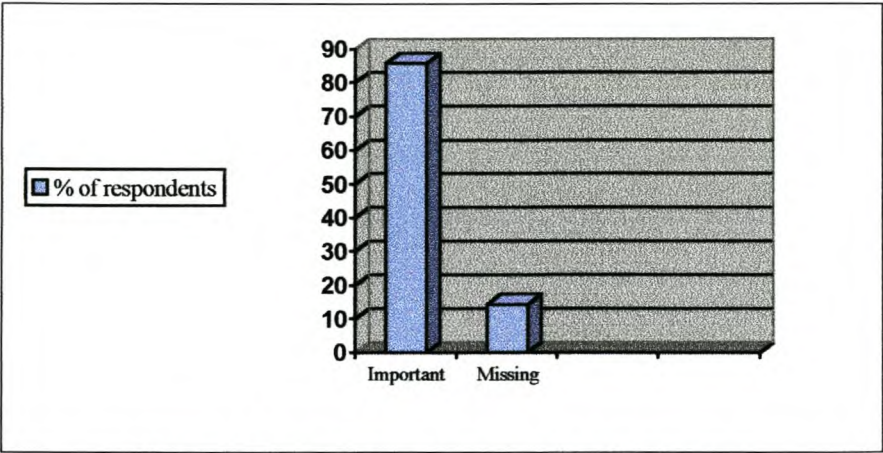


Figure 4.2 Importance of community participation

Figure 4.2 shows that there is a general realisation among the Councillors of Endumeni Municipality that developmental local government is essentially about community participation. A municipality needs to work with local communities in order to be able to understand and comprehend their developmental needs and priorities.

QUESTION 4

Question 4 asked the respondents to give their views on a highly controversial implication of developmental local government, namely cross-subsidisation of poor communities by their more affluent counterparts in order to uplift the conditions of the aforementioned communities. It is controversial because in South Africa this still translates to the subsidisation of Black communities by their White counterparts.

It is not surprising therefore that the responses of the seven subjects were not decisive either way. Whilst 57,1% of the respondents felt that

poor Black communities should be subsidised by the more affluent White communities, 42,9% either were not in favour of cross-subsidisation (28,6%) or were undecided (14,3%). These views are shown graphically in Figure 4.3 below.

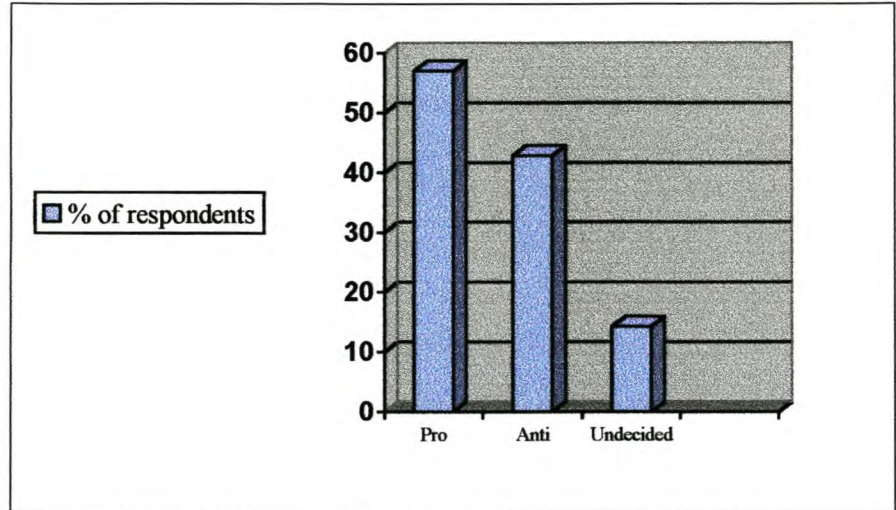


Figure 4.3 Views of Councillors on cross-subsidisation

Cross-subsidisation will always be a divisive issue as long as the Councillors themselves come from different backgrounds. The results indicate that the municipality might have to look beyond cross-subsidisation and start exploring other means of financing the development of the previously disadvantaged communities.

QUESTION 5

This question sought to establish what the attitude of Councillors is towards informal trading. For some people informal trading is a scourge that is lowering the standards of towns and cities and must be legislated out of existence. However, the concept of developmental local government views informal trade as an important economic sector that must be allowed to flourish.

Out of the seven respondents, 85,7% either agreed (14,3% of the respondents) or strongly agreed (71,4% of the respondents) with the

statement that informal traders should be allowed to flourish. The remaining 14,3% was undecided. What is also significant is that none of the respondents felt that informal trading should be abolished. These results are shown in Table 4.2 below.

The above results indicate that the overwhelming majority of the Councillors of Endumeni Municipality have a positive attitude towards informal trading, which shows that they do appreciate its economic and developmental significance.

TYPE OF ATTITUDE	% OF COUNCILLORS	CUMULATIVE
Strongly agree	71.4	
Agree	14.3	85.7
Undecided	14.3	100.0
Against	Nil	100.0

Table 4.2 Attitudes of Councillors towards informal trading

QUESTION 6

Question 6 sought to establish what the Councillors consider to be a fully productive day for a municipal official. In the previous regulatory system of local government, a hardworking municipal official would have been the one who sits at the office doing administrative work and ensuring, among other things, that citizens of the town or city complied with the by-laws and regulations. However, the concept of developmental local government requires that municipal officials should spend a bigger proportion of their time at work engaging communities in discussions in order to establish their developmental needs and priorities. This calls for a shift in the mindset of Councillors, particularly because as employers they should set the correct standards of performance for the municipal officials.

The results showed that 71,5% of the seven respondents either disagreed (28,6%) or strongly disagreed (42,9%) with the statement

that a hardworking municipal official should work 90% of his or her working time at the office, whilst using only 10% to interact with the local communities. The 28,6% that either agreed (14,3%) or were undecided (14,3%) represent those Councillors who might still be trapped in the old paradigm of regulatory local government and who would benefit from training and workshops aimed at exposing them to the new realities. These results together with those of Question 7 are shown in Figure 4.4

QUESTION 7

This question is an inverse version of Question 6. It sought to find out if the respondents agreed or disagreed with the statement that a hardworking municipal official is the one who spends more of his time working with communities than working in the office. An affirmative answer would indicate an attitude that is in line with the idea of community involvement, which is one of the fundamentals of developmental local government.

85,7% of the seven respondents either agreed (14,3%) or strongly agreed (71,4%) with the statement. These results showed that the overwhelming majority of the seven subjects had the correct attitude towards what constitutes a fully productive day for a municipal official.

However, the results also show that 14,3% of the subjects still believe that a municipal official should spend less time with the communities. Like in Question 6, these results indicate that there are those elements within Council who are still trapped in the old paradigm of regulatory local government and who would benefit from training and workshops aimed at instilling a new mindset.

Figure 4.4 below combines these results with those of question 6. This is done in order to facilitate comparison between the two results.

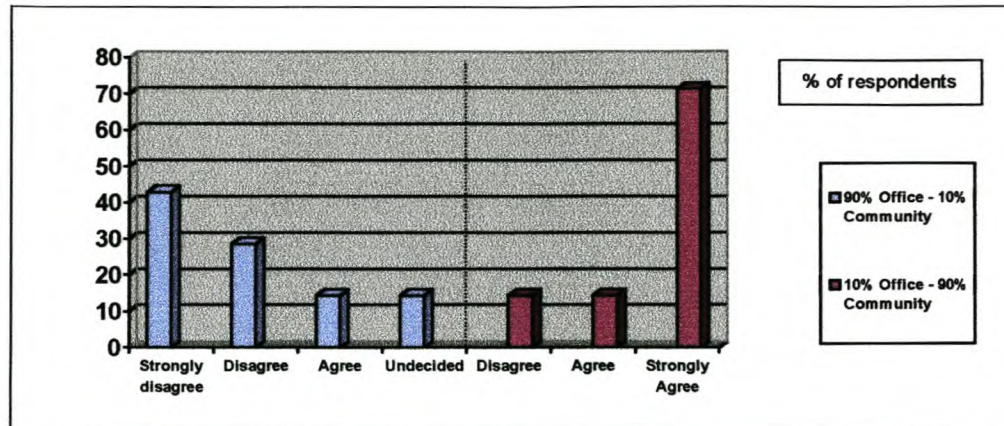


Figure 4.4 Views of Councillors on the constitution of a fully productive working day

QUESTION 8

This question required respondents to either agree or disagree with the statement that engaging communities in discussions about their developmental needs can be a waste of time leading to delays in service delivery. It sought to establish what the attitudes of Councillors are towards community involvement in local politics. Do they see it as a waste of time or do they regard it as one of the essential elements of local governance without which Council cannot function effectively?

The results showed that 71,5% of the respondents either disagreed (28,6%) or strongly disagreed (42,9%) with the statement that community engagement can impact negatively on service delivery. Whilst 14, 3% of the respondents were undecided, there was another 14,3% that were opposed to the idea of community involvement. Again this suggests a need for training of some Councillors on the essentials of local governance.

QUESTION 9

In this question, the respondents were asked to rank order statements i. to v. according to the importance they attach to each one of them. Unfortunately, 6 of the respondents seem to have misunderstood these instructions. They ended up examining the five statements individually without comparing them with one another in order to rank them accordingly.

The results of this question are therefore meaningless in the context that it was asked and have been discarded.

QUESTION 10

This question was also misunderstood by six of the respondents in the same way as Question 9. As a result, the results of this question have also been discarded.

QUESTION 11

Question 11 asked the subjects to indicate whether or not they supported the idea of giving free water and sanitation to the very poor.

This is another controversial issue which tends to divide people between those who believe that everyone should pay according to one's consumption regardless of one's economic status and those who believe that the special circumstances of the poor should be considered when charging them for the services.

The latter approach is compatible with the concept of developmental local government, which has as its primary objective the upliftment of the standard of living of the poor communities.

85,7% of the respondents either strongly agreed (71,4%) or agreed (14,3%) with the provision of free water and sanitation to the poorest of the poor. As in the other instances, the results show that there are

elements (14,3%) that are unsure about some of the implications of developmental local government. As mentioned earlier, it is these elements that should benefit from the training and workshops which address these issues.

QUESTION 12

This question asked another controversial question which tends to separate those who are pro-affirmative action policies from those who see these policies as amounting to reverse discrimination. The question asked if the interest of Whites should take second place in order to redress the imbalances created by the previous system of local government.

The concept of developmental local government has a strong element of affirmative action in it. It requires municipalities to assign highest priority to the upliftment of the previously disadvantaged communities, sometimes at the expense of those communities that were advantaged by the previous system.

71,4% of the respondents either strongly agreed (42,9%) or agreed (28,6%) with the statement put in this question, which indicates a strong belief in the ability of affirmative action policies to redress these imbalances. As can be expected, there are those elements that are either undecided on this issue (14,3%) or are opposed (14,3%) to such policies.

QUESTION 13

In this question, the controversial issue of cross-subsidisation was revisited. The respondents had to indicate whether they are comfortable or uncomfortable with cross-subsidisation. As could be expected, the respondents were divided on this issue. Only a small majority (57,1%) said they were very comfortable with cross-

subsidisation. 28.6% preferred to remain neutral on this issue, whilst 14,3% said they were very uncomfortable with it.

This issue remains a bone of contention not just among Councillors but also within the wider community they represent. The results show that municipalities may have to find other more widely acceptable ways of financing the development of the previously disadvantaged communities.

QUESTION 14

This question and the next revisit the issue of community participation. Question 14 sought to establish if the respondents were comfortable with the involvement of communities in the determination of their development needs.

71,4% of the subjects were either very comfortable (57,1%) or comfortable (14,3%). Although these results represent a healthy majority, the fact that there are still those subjects who are either uncomfortable (14,3%) or neutral (14,3%) means that there is still a big role for those intervention strategies aimed at bringing about the right attitudes, values and beliefs to those Councillors who still hold these outdated views.

QUESTION 15

Question 14 is an inverse version of Question 14. It sought to establish whether respondents were comfortable with the idea of the municipal officials taking decisions on behalf of communities. This idea of course is an antithesis of the concept of developmental local government.

The respondents were overwhelmingly opposed to the idea of municipal officials taking decisions without community involvement.

This was the only question where all respondents (100%) were in agreement with each other.

QUESTION 16

This question sought to establish what the feelings and beliefs of the respondents are towards the idea of giving services for free to the very poor. It was deliberately posed in the negative in order to make it sound different from the other similar questions that had been asked previously. The question asked the respondent to indicate whether they were comfortable with the statement that giving free services to the poor only makes them get lazy.

The majority of the respondents (42,9%) preferred to remain neutral on this issue, which is an indication that most of the subjects were still not entirely sure about some of the implications of the system of developmental local government and their role in it. Only 33,3% were uncomfortable with this statement, with 14,3% indicating that they were very comfortable with it.

QUESTION 17

Question 17 sought to find out if the respondents thought it was right to use the funds of the council to finance projects that facilitate the development of local communities. The question asked respondents to indicate whether they were comfortable with the idea of using the funds of the Council to sponsor a local community builder- of- the- year competition.

The principle of accountability ensures that Councillors are careful with how they spend the ratepayers' money. Feeling comfortable with using the ratepayers' money to sponsor a prize and pronouncing it without fear of reprisal would take a person who believes strongly in the correctness of his or her action.

The results show that 71,5% of the respondents were either very comfortable (42,9%) or comfortable (28,6%) with spending the ratepayers' money on such a project. These results indicate that the majority of the respondents do appreciate the need to do everything possible to improve the standard of living of the local communities.

QUESTION 18

Unlike Questions 1 to 17, which are multiple-choice questions, Question 18 is unique in that it is an open-ended question. The reason for posing it differently was to give the respondents a free hand so that they could express those views that might have been stifled by the multiple-choice questions.

Question 18 consisted of a three-pronged question, which produced six valid responses as well as one missing response. The first part of the question sought to find out what the respondents thought would be the most practicable way for implementing the strategy of developmental local government.

The results yielded two types of responses. On the one hand, there were two responses that stressed the need to look beyond cross-subsidisation for innovative means of financing the development of local communities. The two respondents argued that cross-subsidisation leads to hikes in rates and service charges, which have to be levied on those who can afford them.

On the other hand, there were four respondents who were in favour of a welfare type of an approach, which includes *inter alia* cross-subsidisation and affirmative action. They argue that such action is necessary if parity in the provision of services and living standard is to be restored.

What is significant and perhaps also unfortunate about the responses is that they seem to have been influenced by either the racial or socio-economic background of the respondents or both. This inference was prompted by the obvious link between the language used to answer the questionnaire and the respective views.

The two respondents who expressed anti-subsidisation views answered the questionnaire in English; whereas the four respondents who expressed pro-subsidisation views answered in Zulu. However, because the responses were anonymous it was not possible to link the responses to the actual respondents who made them. It could only be assumed that the anti-subsidisation views came from the respondents who were relatively comfortable with English. This could have been any of the White, Indian or highly educated Black respondents. By the same token, these views could not have come from the lowly educated Blacks who would not have been comfortable to answer the questionnaire in English.

Likewise the pro-subsidisation views can be assumed to have come from the lowly educated Blacks who answered the questionnaire in Zulu. It is unlikely that the White or Indian respondents would have answered the questionnaire in Zulu. However, the fact that the educated Blacks could have used either English or Zulu to answer the questionnaire rules out an exclusively racial explanation. Hence the assumption that the views on how developmental local government should be implemented could be attributable to either racial or socio-economic background of the respondents or both.

The second part of the question sought to find out if the respondents thought developmental local government could be beneficial to the local communities. All six valid responses were in agreement with the fact that local communities stood to benefit from developmental local government.

Finally, the third segment of the question asked the respondents to identify problems they associated with the implementation of developmental local government. As in the responses to the first segment, there were two opposing views which came forth. On the one hand, two of the respondents raised problems associated with who should carry the cost of subsidisation and affirmative action. On the other hand, the remaining four respondents raised concerns about the possibility of sabotage by those who would be expected to make sacrifices in order for the system to work.

Again, these opposing views seemed to be the function of the respective backgrounds of the respondents. Those who answered the question in English held the former views, whilst the latter view was held by those who answered it in Zulu. Again the only safe assumption that could be drawn is that either the racial or socio-economic background or both, could have influenced these views.

All items in the quantitative questionnaire, including Question 18, sought to establish particularly what the attitudes, beliefs and values of the respondents were towards developmental local government. Towards this end, the results of Question 18 could be summed up as follows:

- All respondents were appreciative of the positive contribution that could be made by developmental local government in ensuring that all communities get to enjoy a decent standard of living.
- The views of the respondents on how the strategy of developmental local government should be implemented, could be the function of either the respondents' racial background, economic background or both.

- All respondents were anticipating some problems with the actual implementation of the strategy of developmental local government. However, their views seem to have been shaped by either their racial background, economic background or both.

4.3.2 Summary of findings per question

The analysis of individual questions of the quantitative questionnaire produced a variety of findings.

First it was evident that the majority of the respondents had the right attitudes, beliefs and values on which developmental local government could thrive. Second, it was found that there were elements, albeit in the minority, that displayed attitudes, beliefs and values that are inappropriate to the strategy of developmental local government.

Finally, the racial and/or economic background of the respondent played a part in shaping the attitudes, beliefs and views of the respondents on issues pertaining to the implementation of the strategy of developmental local government.

4.3.3 Findings per theme

Two themes were examined by the quantitative questionnaire namely vertical integration and cultural fit. This section looks at the findings in respect of these themes, starting with vertical integration.

4.3.1.1 Vertical integration

Vertical integration was measured by Questions 3 to 10. Questions 3 to 8 used a Likert type of scale to measure this variable. Respondents were asked to either agree or disagree with a list of six statements. Answers to these statements were coded from 1 to 5 for low and high vertical integration respectively.

The lowest and highest possible scores on the scale were 6 and 30 respectively. The following categories were used to classify the scores of the seven respondents.

Category	Description	No. of respondents
1 – 6	Very low	0
7 – 12	Low	0
13 – 18	Medium	0
19 – 24	High	3
25 – 30	Very high	4

Table 4.3 Classification of scores of vertical integration on a Likert scale

Table 4.3 shows that three respondents received scores that are between 19 and 24, whilst four received scores that are between 25 and 30. Scores from 19 to 24 represented high vertical integration, whilst those from 25 to 30 represented very high vertical integration. The conclusion that can be drawn from these findings is that all seven respondents displayed high to very high levels of vertical integration.

For Questions 9 and 10 respondents were asked to rank order their responses to a set of 5 items per each question. Indications are that six of the seven respondents misunderstood the instructions. Instead they seem to have understood the instructions to mean that they should assign a score of between 1 and 4 to each item of the question. As mentioned in the previous section, these results had to be discarded.

4.3.1.2 Cultural fit

Questions 11 to 17 measured the variable of cultural fit. In Question 11 and 12 respondents were asked to indicate on a Likert scale whether

they agreed or disagreed with a statement pertaining to cultural fit. Likewise responses to the two questions were coded from 1 to 5, with 1 representing low level of cultural fit and 5 representing high level of cultural fit. The lowest and highest possible scores on the scale were thus 2 and 10 respectively. Table 4.4 shows the resultant scores for the seven respondents.

Category	Description	No. of respondents
1 – 2	Very low	0
3 – 4	Low	0
5 – 6	Medium	1
7 – 8	High	2
9 – 10	Very high	4

Table 4.4 Classification of scores of cultural fit on a Likert scale

The above results show that the scores of the respondents vary from medium to very high levels of cultural fit. There were four respondents with a very high level of cultural fit, two had a high level of cultural fit, and one was classified as having medium cultural fit. It can be concluded therefore that the majority of the respondents had reasonably high levels of cultural fit.

Questions 13 to 17 asked respondents to rank order each item according to their level of comfort towards them. Again it was evident that six of the respondents misunderstood the instructions. Instead of rank ordering their responses, they assigned a score from 1 to 5 to each item. As in the previous question that had experienced a similar problem, responses to Question 13 to 17 were discarded from the study.

4.3.1.3 Summary of quantitative findings per theme

The results of quantitative analysis of the two themes of vertical integration and cultural fit painted a fairly favourable picture. All seven respondents showed high levels of vertical integration, whilst six out of seven showed high levels of cultural fit.

The next section looks at the results of qualitative analysis.

4.4 RESULTS OF QUALITATIVE ANALYSIS

The results of qualitative analysis are presented and discussed in this section in two parts. The first part deals with the results of data generated by the qualitative questionnaire. These are divided into 5 sections in accordance with the five variables identified in the literature review.

To recap, these variables are strategic partnership, flexible HR strategy, vertical integration, coherent HR strategy and cultural fit. The second part looks at the results of content analysis into the municipality's organogram and minutes of the ordinary monthly meetings.

4.4.1 Results of the qualitative questionnaire

4.4.1.1 Strategic partnership

Questions on strategic partnership sought to find out what role the HR function plays in the municipality's strategic management process. The first part of these questions made enquiries about the existence of a mission for the municipality and what it says about its human resources. In this respect the data revealed that the municipality does not have a mission. As a result, the municipality does not have an HR strategy that highlights the importance of HR in the organisation.

The second part of questions on strategic partnership looked at the role and status of the HR department in the municipality's strategic management process. The results showed that there is no HR department in the municipality. The HR function consists of a Personnel Clerk who performs administrative tasks.

The situation is well captured by the Executive Manager: Corporate Services who states that:

The HR department plays no role in the organisation's strategic management process. The importance of this department is totally understated and due to financial constraints ... has not been developed to fulfil its required functions properly.

In conclusion therefore, it was clear from the evidence presented by the respondents that the HR function plays no role in the strategic management process of the municipality. In fact, it is doubtful whether the municipality does engage in a strategic management process at all. According to the data presented, the municipality is involved in what could be termed a crisis management process, whereby senior officials are always trying to meet deadlines imposed by national and provincial legislation.

4.4.1.2 Flexible HR strategy

Questions on the flexibility of the HR strategy sought to assess the ability of the municipality's HR department to reposition itself in the light of its dynamic environment. Questions on this variable were two-fold. The first part wanted to establish whether any form of environmental scanning was taking place at the municipality. Information generated by environmental scanning enables an organisation to reposition its strategies timeously and appropriately. It is thus an essential pre-condition for a flexible HR strategy.

The two key informants were unanimous on the fact that no environmental scanning takes place at the municipality. This makes it difficult, if not impossible, for the municipality to respond appropriately and timeously to environmental changes.

The second part of the questions on this variable sought to find out if there have been any changes recently in the HR strategy of the municipality in reaction to the strategic changes that are currently taking place at local government. An affirmative answer would have been an indication of a flexible HR strategy, with the converse also holding true.

The two respondents were of the opinion that the current strategic changes at local government have had no impact on the HR strategy of the municipality. These results indicate that had there been an HR strategy at the municipality it would have been rigid and unresponsive to the environmental changes that are taking place at local government.

There is therefore enough evidence from the study to suggest that whatever HR strategy exists at the municipality lacks flexibility.

4.4.1.3 *Vertical integration*

Questions on vertical integration sought to find out if there had been any realignment of HR skills, policies and practices at the municipality with the new strategy of developmental local government.

One of the questions asked if the municipality had a skills development plan. Compilation of a workplace skills plan is, in fact, a statutory requirement that the municipality as an employer should comply with in terms of the Skills Development Act, 1998, Act 97 of 1998, and the Skills Development Levies Act, 1999, Act 9 of 1999. It enables a municipality to determine its skills gap and the means of addressing it.

It is also an important tool for reconciling the skills of a municipality with its strategic priorities. However, evidence provided by the respondents suggest that the municipality is yet to develop a skills development plan.

Another question sought to establish if the municipality did have a Performance Management System in place for the individual employees. A Performance Management System is another tool that serves to align the skills and performance of individual employees with the current strategies of an organisation. It does this by setting performance standards and skills development targets that are in line with the strategies of an organisation (Armstrong, 1999: 434). Again, evidence of the respondents indicates that the municipality is yet to establish a Performance Management System.

The third question sought to find out if there is any link between the reward system of the municipality and the new strategy. A reward system is used by an organisation to reinforce those skills that are essential to its success. Evidence of the respondents indicated that no link exists between the reward system of the municipality and its current strategies. The municipality still uses an outdated reward system that reinforces obsolete skills.

The above results suggest that there is still a lack of vertical integration at the municipality. According to these results, its skills, policies and practices have yet to be integrated with its new strategy of developmental local government.

4.4.1.4 Coherent HR strategy

Questions on a coherent HR strategy sought to establish if the HR strategy of the municipality consists of policies and practices that complement each other. The first question asked if there have been any attempts on the part of the municipality to introduce changes in the

HR policies that support the new strategy. It looked at policies such as study assistance, training and skills development, career pathing and others. The respondents indicated that no adjustments have been made to the HR policies of the municipality.

The second question asked if there have been any changes in the various HR practices that are aimed at promoting the new strategy. These HR practices included practices such as recruitment and selection, training and development, reward or compensation, performance management and others. Evidence suggests that although affirmative action is practiced in recruitment and selection, there have been no corresponding changes in the other HR practices.

The above results suggest that the HR policies and practices of the municipality do not complement each other.

4.4.1.5 Cultural fit

Questions on cultural fit sought to establish whether there is anything that the municipality is doing to instil a culture that is appropriate to the new strategy of developmental local government.

The first question asked what changes have been made on those HR practices that are capable of, and instrumental in, introducing changes in the culture of an organisation. These practices include recruitment and selection, induction and re-induction, training and development, mentorship and others. The respondents indicated that nothing of note has been done to utilise these HR practices.

Furthermore, one indication of a cultural misfit in an organisation that is undergoing strategic changes is the surge in resistance. The second question sought to establish whether there has been any widespread

resistance to the new strategic changes within the municipality. The Executive Manager: Corporate Services had this to say on this issue:

A lot of resistance is being experienced. The main reason for resistance is the total ignorance and lack of consultation by council with members of staff who are totally in the dark regarding their future prospects in local government and uncertainty about retaining their jobs.

When asked in a follow up question how resistance is manifested at the municipality, the Executive Manager: Corporate Services had this to say:

Resistance is manifested in fighting amongst members of staff, gossiping and a very low morale, which have a tremendous impact on productivity as well as loyalty towards the organisation.

The above results suggest that some of the strains and stresses that the municipality is currently experiencing are due to problems related to cultural fit. It also suggests that at present no attempts are being made by the municipality to improve the situation.

4.4.2 Results of content analysis

The results of the qualitative questionnaire discussed above were supplemented by a content analysis of the organogram and minutes of the ordinary monthly meetings of the municipality. This was done to establish a more balanced picture of some of the variables under study by examining the official documents of the municipality.

Whilst the results of the qualitative questionnaire are at best based on an objective analysis of the opinions of respondents, content analysis

reflects the official position of the organisation on the issues under discussion. The following section looks at the results of content analysis beginning with an analysis of the proposed organogram of the municipality.

4.4.2.1 An analysis of the organogram

An examination of the proposed organogram of Endumeni Municipality was done in order to establish where in the structure of the municipality the personnel function features. As is evident from Annexure K, the HR function will only be a small section that falls within the Department of Corporate Services.

The section will be headed by an Assistant Director: HR. This is a middle-management position whose incumbent reports to the Deputy Director: Corporate Services. It is therefore clear from this evidence that the HR function carries no clout at all in the municipality.

4.4.2.2 An analysis of minutes of ordinary monthly meetings

An examination of the municipality's sample of minutes of the ordinary monthly meetings was done in order to establish the role of the HR function in the strategic management process of the municipality. Evidence provided by these minutes indicates that there is no HR representative who participates in these meetings. Of course, these results are not surprising in view of the fact that in the past the only representative of the HR function in the municipality has been a Personnel Clerk.

Again, it is clear from the above evidence that the HR function carries no clout within the municipality. Decisions taken by the municipality are taken without any input from an HR expert regarding their implications for HR. What is unfortunate is that this situation looks set to continue in view of the fact that the proposed position of Assistant Director: HR will still be relatively junior and its impact minimal.

Finally, the following discussion winds up the results of qualitative analysis by providing a summary of the main findings.

4.4.2.3 Summary of qualitative analysis

The above analysis of qualitative data has produced the following key points:

- According to the results of the qualitative questionnaire all five variables under scrutiny are lacking. These include strategic partnership, flexibility of HR strategy, vertical integration, coherence of HR strategy and cultural fit.
- An examination of the official documents indicates that HR is just a minor function, which carries no clout within the municipality.

4.5 INTERPRETATION OF THE RESEARCH RESULTS

In this section the research results are interpreted in relation to the research objectives that were identified in Chapter 2 of this study. To recap, the research objectives of this study are two-fold, namely:

- to determine the HR capacity of Endumeni Municipality to deal with its constitutional mandate of developmental local government; and
- to make the necessary recommendations if there is a gap between what the situation is and what it should be.

The interpretations that are presented in this section have been categorised into five parts, which correspond to the five variables that are the subject of analysis in this study. For each variable, the results

obtained from the various measurement techniques are combined and presented under each part.

4.5.1 Strategic partnership

The variable of strategic partnership was measured by a combination of the qualitative questionnaire and content analysis. To recap, the following results were obtained:

- *Qualitative questionnaire:*
 - HR are not mentioned in the mission of the municipality, simply because the municipality does not have a mission (see section 4.4.1.1).
 - The municipality does not have an HR department. The HR function is currently performed by a one-person section, which forms part of the Corporate Services Department (see section 4.4.1.1).
- *Content analysis:*
 - The HR function will only feature at an Assistant Director level in the proposed organogram of the municipality (see section 4.4.2.1).
 - The HR function is not part of the strategic management team of the municipality (see section 4.4.2.2).

INTERPRETATION OF RESULTS

It is clear from the above results that the HR function at Endumeni Municipality does not form part of the strategic management process.

Therefore it does not enjoy the status of a strategic partner at the municipality.

These results are not surprising because there is no fully-fledged HR department at the municipality. For the HR function to play a meaningful role in the strategic management process of an organisation, it needs to be represented at the highest level of the organisation. This means that the HR department should stand on its own and have its own Executive Director. Unfortunately, this is not the case at Endumeni Municipality. In the proposed organogram, the Assistant Director: HR will report to the Deputy Director: Corporate Service who, in turn, will still have to report to the Executive Director: Corporate Services.

4.5.2 Vertical integration

The variable of vertical integration was measured by a combination of quantitative and qualitative questionnaires. To recap, the following results were obtained:

- *Quantitative questionnaire:*

Vertical integration was measured by questions 3 to 10. Questions 9 and 10 were, however, discarded because they were misunderstood by the majority of the respondents. The results were therefore based eventually on Questions 3 to 8.

Out of the seven subjects who responded to these questions, three were classified as having high vertical integration, whilst the other four were classified as having very high vertical integration.

- *Qualitative questionnaire:*

Qualitative results of vertical integration were based on the responses of the Municipal Manager and the Executive Manager: Corporate Services and are summed up as follows:

- The municipality does not have a skills development plan, which would have provided a link between the required skills of the employees and the developmental strategy of the municipality (see section 4.4.1.3).
- The municipality does not have a Performance Management System, which would have provided an alignment of the skills and performance of its employees with its new strategy (see section 4.4.1.3).
- The municipality's reward system does not serve to reinforce the new skills required by the new strategy, but instead still reinforces old and obsolete skills (see section 4.4.1.3).

INTERPRETATION OF RESULTS

There is a difference between the results on vertical integration obtained by means of the quantitative questionnaire and those obtained by means of the qualitative questionnaire.

The scores of the seven respondents who answered the qualitative questionnaire suggested that there is either a high or very high level of vertical integration at the municipality. The respondents were from the population of Councillors.

On the other hand, the results of the qualitative analysis suggested that there is generally no link between the skills of the staff of the municipality and its current developmental strategy. Mechanisms that should have served this purpose are still to be put in place.

The conclusion that could be drawn from these results is that whereas the Councillors do possess the right attitude to carry out their developmental tasks; the employees and officials of the municipality are still to undergo the changes in their skills that are necessary for the new strategy.

4.5.3 Flexibility of HR strategy

To measure the flexibility of HR strategy a qualitative questionnaire was administered to the two key informants, namely the Municipal Manager and the Executive Manager: Corporate Services. To recap, the analysis produced the following results:

- The municipality does not have a system of environmental scanning. Such a system would have enabled it to generate information that would have informed it of changes in the environment (see section 4.4.1.2).
- The new strategy of the municipality has had no impact on the HR strategy, which is an indication of the latter's inflexibility (see section 4.4.1.2).

INTERPRETATION OF RESULTS

The above results suggest that Endumeni Municipality does not have a flexible HR strategy. In fact, it is doubtful whether the municipality has an HR strategy at all.

These results are not surprising in view of the fact that the municipality does not have a system of environmental scanning, which is a pre-condition for a flexible HR strategy.

4.5.4 Coherence of HR strategy

Coherence of HR strategy was measured by a qualitative questionnaire that was administered to the Municipal Manager and the Executive Manager: Corporate Services. To recap, the results of the analysis pointed to the following:

- The municipality has not made any adjustments in its HR policies that are aimed at supporting its current strategy (see section 4.4.1.4).
- Although the municipality applies affirmative action in its recruitment and selection practices, it has not complemented this with matching changes in other HR practices (see section 4.4.1.4).

INTERPRETATION OF RESULTS

The above evidence suggests that Endumeni municipality does not have a coherent HR strategy. It has HR policies and practices that are fragmented and do not complement each other.

4.5.5 Cultural fit

A combination of quantitative and qualitative questionnaires was used to measure the variable of cultural fit. To recap, the following results were obtained:

- *Quantitative questionnaire:*

Cultural fit was measured quantitatively by means of questions 11 to 17. However, Questions 13 to 17 were discarded because

they were misunderstood by the majority of the respondents. The quantitative results of cultural fit were therefore ultimately based on Questions 11 and 12. The results suggested that cultural fit ranges from medium to very high levels.

- *Qualitative questionnaire:*
 - The municipality has done nothing to bring about the culture that is suitable for the strategy of developmental local government (see section 4.4.1.5).
 - The widespread resistance to the strategic changes is indicative of the cultural misfit within the municipality (see section 4.4.1.5).

INTERPRETATION OF RESULTS

The results of the quantitative questionnaire differ from those obtained from the qualitative questionnaire. These differences could be explained by the fact that the two questionnaires were administered to two different types of subjects.

On the one hand, the quantitative questionnaire was administered to Councillors. It sought to measure their beliefs, values and attitude towards the strategy of developmental local government. The results suggested that there are generally medium to very high levels of cultural fit among the Councillors.

By contrast, the qualitative questionnaire was administered to the Municipal Manager and Executive Manager: Corporate Services. It sought to establish the level of cultural fit among the officials of the municipality. The results suggested that:

- there is generally a low level of cultural fit among the officials of the municipality, and
- there are no mechanisms in place to remedy the situation.

This brings to an end the discussion on the interpretation of the research results. However, these findings are still too detailed to enable the study to draw a more comprehensible connection between them and the research objectives. The next session seeks to reduce them to a manageable size. This will serve to lay the necessary foundation for the formation of a clear link between the findings and the research objectives, which is done in the next chapter.

4.6 A SYNOPSIS OF THE RESEARCH FINDINGS

The purpose of this final section of Chapter 4 is to provide a list of the key research findings of the study. The following findings were identified during the process of data analysis:

- The HR function does not enjoy the status of a strategic partner in the municipality.
- Vertical integration is relatively high among Councillors and relatively low among the employees and officials of the municipality.
- The municipality does not have a flexible HR strategy.
- The municipality does not have a coherent HR strategy.

- Cultural fit is relatively high among Councillors and relatively low among employees and officials of the municipality.

The above findings suggest that in general there is a lack of HR capacity in the municipality, particularly in respect of the skills of its employees and officials, as well as in its HR policies and practices. In terms of the ISTM that was presented in Chapter 2, these findings would mean that Endumeni Municipality does not have an adequate HR infrastructure to enable its strategic intent and response.

However, there are also indications that the majority of the Councillors have taken the new strategic challenges in their stride, particularly in terms of realigning their attitudes, beliefs and values with the new strategy of developmental local government.

4.7 CONCLUSION

At the beginning of this study, the research objectives were stated as follows:

- to determine whether Endumeni Municipality does have the HR capacity to deal with its developmental mandate; and
- to make recommendations if it is found to be inadequate.

Indications from the research findings are that, indeed in general, there are problems with the capacity of HR at Endumeni Municipality. The extent of this problem will become clear in the next chapter. The next chapter will attempt to crystallise the problem, as well as provide some recommendations on how the situation could be improved.

CHAPTER 5

Conclusions and Recommendations

5.1 INTRODUCTION

When the previous chapter ended, a list of key research findings was formulated. By using deductive reasoning, it was concluded that Endumeni Municipality has a relatively low HR capacity to deal with its developmental mandate. This conclusion was particularly true in respect of the competencies of the employees, HR policies and practices of this municipality. There were also indications that the Councillors of the municipality fared much better and had relatively high levels of vertical integration and cultural fit.

In this chapter, an attempt will be made to explain these research findings by means of a self-developed HR capacity profile. This will be followed by a section on the limitations and shortcomings of the study. The third section looks at the relevance and value of the study to Endumeni Municipality and local government in general. The fourth section makes recommendation on how the HR situation of Endumeni Municipality can be improved. Finally, the last section makes suggestions for further research.

5.2 THE HR CAPACITY PROFILE OF ENDUMENI MUNICIPALITY

In an attempt to put the research findings into proper perspective, the author has developed the following HR capacity profile for Endumeni Municipality.

Figure 5.1 represents a provisional and broad attempt to portray the HR capacity of Endumeni Municipality. The five variables that make up the operational definition of HR capacity are plotted on the left of the

profile. The middle and right columns are used to indicate respectively the positive and negative findings on each of the variables.

For every finding that is positive a score of 1 is given and written on the connecting cell, i.e. where the variable row meets the findings column. Likewise, for every negative finding a score of -1 is assigned and written on the connecting cell. The highest score is 5, which represents an extremely high HR capacity. The lowest possible score is -5, which represents an extremely low HR capacity.

The HR capacity profile is given below as Figure 5.1.

NAME OF VARIABLE	POSITIVE FINDINGS	NEGATIVE FINDINGS
Strategic partnership		-1
Vertical integration	1	-1
Flexibility of HR strategy		-1
Coherence of HR strategy		-1
Cultural fit	1	-1
Total findings	2	-5
HR capacity	-3	

Figure 5.1 *The HR capacity profile of Endumeni Municipality*

The following formula is used to calculate the HR capacity:

Total of positive findings – (minus) total of negative findings.

In terms of this formula, the HR capacity of Endumeni Municipality is therefore, $2-5=\underline{-3}$.

The above score suggests that Endumeni Municipality has a very low HR capacity to deal with its developmental mandate.

With the first research objective having been achieved, all that is left for this study is to make recommendations on what Endumeni Municipality ought to do to improve the current HR situation. But before tackling this section, it is important to qualify the findings of this study by explaining the circumstances under which they were obtained. This will involve particularly an explanation of the limitations and shortcomings of this study.

5.3 LIMITATIONS AND SHORTCOMINGS OF THE STUDY

This section is included in order to specify the circumstances under which the findings of this study were obtained. Some of these special circumstances are discussed below:

5.3.1 The timing of the study

This study was conducted at a time when Endumeni Municipality was involved in a hectic process of transformation. It was like taking a snapshot of the municipality when its people were still trying to get themselves organised and put on their best pose. Most of the policies and practices that were investigated were still to be implemented. It is therefore likely that these findings would have been different, had the study been conducted at a different and more stable time.

5.3.2 The nature of the study

The fact that the study was restricted to a case study of Endumeni Municipality limits the applicability of the findings to other municipalities. An ideal and more useful study would have looked at a representative sample of municipalities in South Africa. This would have enhanced the credibility of the study and made generalisation possible.

5.3.3 The size of the municipality

Endumeni Municipality is a relatively small organisation. It consists of only twelve Councillors. This means that there was a limited source of data. Had the study been conducted on a bigger municipality with more Councillors, it would have lent itself to more viewpoints and possibilities.

5.3.4 The response rate

The problem of a limited sample was compounded by a relatively poor response rate. Out of 12 Councillors only seven responded, which yielded a response rate of 58%. The 42% who failed to respond could have denied the study of even more useful insights.

5.3.5 Misunderstood questions

Questions 9, 10, 13, 14, 15, 16 and 17 were misunderstood by six of the seven respondents. This was probably indicative of the ambiguity of the instructions. The response given to these questions was meaningless in the context of this study. As a result, they were discarded.

This problem could have been solved had a pilot study been conducted. However, a pilot study would have meant finding subjects from the total population with characteristics similar to those of the sample. Unfortunately, this could not be, as the sample and the population were the same.

5.3.6 Inability to measure skills and behaviour

The full definition of HR competencies refers to the skills, behaviour and attitudes of HR. The quantitative questionnaire used in this study only measured the attitudes of HR towards developmental local government. It made use of the Likert scale, which is renowned for its ability to measure the attitudes of the respondents. This study would have benefited more had the skills and behaviour of HR also been measured.

5.4 THE RELEVANCE AND VALUE OF THE STUDY

This study could not have come at a more opportune time for both Endumeni Municipality and South African municipalities in general. For Endumeni Municipality, which, at the time of the study, was faced with a daunting task of transforming and restructuring, the findings of this study should enable it to approach this process with confidence and some clarity. The spadework has been done in this study and many issues, which the municipality must address, have been brought to the surface.

For South African municipalities, this study should serve to highlight the need to pay serious attention to the implications of the transformation process for HR. Committing resources, financial or otherwise, to a strategy without the enabling HR competencies is bound to be an exercise in futility. It is like ploughing seeds on an infertile land.

5.5 RECOMMENDATIONS FOR ENDUMENI MUNICIPALITY

This penultimate section makes suggestions on how the low HR capacity of Endumeni Municipality should be addressed. These recommendations are based on the five variables, which have formed the operational definition of HR capacity.

5.5.1 Strategic partnership

The study found that the HR function of Endumeni Municipality plays a subsidiary role, and is therefore not accorded the status of a strategic partner. To address this situation, it is recommended that the municipality should reconsider the position and status of its HR function, if it wants to capacitate its HR for the developmental role. This should involve upgrading the HR function in the following ways:

- The HR function should be autonomous and headed by its own Director. This would enable the HR function to have access to, and influence on, the strategic management process of the municipality. The Executive Director: HR would form part of the strategic management team of the municipality, a role that would enable him or her to provide expert advice and guidance on the implications of strategic changes for the HR of the municipality.
- It is important that Endumeni Municipality has a mission that defines in broad terms where it wants to go. Such a mission would incorporate an HR component that specifies the role that is to be played by HR in achieving the strategy of the municipality.
- A fully-fledged HR strategy should be developed, which outlines the role that the HR function will fulfil in support of the developmental strategy of the municipality.

5.5.2 Vertical integration

The study found that there is generally a lack of alignment between the HR competencies, policies and practices on the one hand, and the

developmental strategy of the municipality on the other. The following steps should be taken to address this lack of alignment:

- The municipality must, first of all, conduct a Skills Audit in order to establish what the supply and demand situation for skills within the municipality is like. This should be followed by the development of a Workplace Skills Plan in terms of the Skills Development Act, 1998.
- The Skills Development Act, 1998, together with the Skills Development Levies Act, 1999, makes provision for the procedure that municipalities must follow in drawing up and submitting a Workplace Skills Plan. Furthermore, the Skills Development Levies Act, 1999, describes the process that must be followed when leveraging the various grants from the Skills Development Fund.
- The municipality must also consider appointing a skills development facilitator. This person would be responsible for the skills development function of the municipality, which includes needs assessment, implementation of the Workplace Skills Plan and the evaluation of the Skills Development Programme.
- The competencies of the officials and front-line employees of the municipality ought to enable the strategy of the municipality. The skills development facilitator will also have to be responsible for developing and implementing a re-induction programme for the existing staff; developing and implementing an induction programme for new recruits; implementing an effective learnership and mentorship programme; as well as arranging for staff training and workshops.

- The HR policies of the municipality also need to be reviewed and aligned with the developmental strategy. These policies include, among others, recruitment and training and development policies. The recruitment policy should include means of assisting the municipality to achieve its developmental strategy such as a learnership programme. The training and development policy, on the other hand, could include programmes such as mentorship, career pathing and study assistance.
- The HR practices of the municipality also need to be brought in line with the developmental strategy of the municipality. This includes practices such as recruitment and selection, training and development, reward and compensation, and performance management. In recruitment and selection, one key criterion should be the possession of community development skills.

All training and development programmes of the municipality should have a strong emphasis on community development. The current reward and compensation scheme should focus on reinforcing the skills needed by the developmental strategy. These would include rewards such as bonuses, incentives, salary, car scheme, housing scheme and others. All should be geared towards reinforcing the relevant skills. Finally, the municipality should introduce an internal Performance Management System that is also geared towards reinforcing and developing the skills that are required by developmental local government.

- With regard to the Councillors of Endumeni Municipality, the study showed that the majority have the correct attitude towards developmental local government. However, the majority of Councillors are also relatively inexperienced in

their current jobs as Councillors. Furthermore, there are still those elements, albeit in the minority, who are still trapped in the old mindset of regulatory local government.

These findings suggest that the Councillors will have to be subjected to an intensive training programme that will equip them with the appropriate skills, attitudes and behaviour. This should include workshops to which experts from reputable training institutions and/or the South African Local Government Association would be invited.

5.5.3 Coherence of HR strategy

One of the recommendations that was made on strategic partnership, was that Endumeni Municipality will have to put in place an HR strategy. However, such a strategy will be ineffective if its various components do not complement each other.

For instance, the affirmative action strategy that the municipality has adopted, should not take place in isolation. Affirmative action appointments should be complemented by other matching strategies such as skills development, career pathing, mentorship and other strategies.

5.5.4 Flexibility of HR strategy

The dynamic nature of the environment within which Endumeni Municipality operates requires a flexible HR strategy. To achieve this, the HR function should have its own strategic management process. The HR strategic management team that will be responsible for this process should continuously engage in the process of scanning both the internal (specific) and external (general) environment of the municipality.

In this way, new trends in the environment can be identified and analysed timeously for their HR implications. This would enable the HR strategic team to make the necessary adjustments to the HR strategy as soon as possible. These activities would require that the HR department be staffed by people with the relevant skills and expertise.

5.5.5 Cultural fit

The problems associated with a lack of cultural fit that the municipality is currently facing need to be dealt with as a matter of urgency. This is of crucial importance because cultural incompatibility is capable of retarding progress towards the achievement of the objectives of an organisation.

This important task will require that a change management programme for the municipality be instituted. Such a programme should be based in the office of the Municipal Manager. In addition, a highly placed and competent person who, ideally, is in the position of a Director, should be appointed to head the programme. He/she must in turn report directly to the Municipal Manager. Furthermore, such a person should form part of the strategic management team so that he/she can factor into the strategic management process the importance of a cultural fit.

Finally, one of the comments that was made by the Executive Manager: Corporate Services was that resistance to the new strategy is caused by the lack of information about the changes that are currently taking place. The course of these strategic changes will therefore be best served by a process of information sharing. Workshops, regular departmental and section meetings, and an in-house magazine are some of the methods of communication that can enhance this process and enable important information to permeate the entire municipality.

5.6 SUGGESTIONS FOR FURTHER RESEARCH

To end this study and this chapter, two suggestions are made in respect of the possible areas of research that can be explored in the future. Firstly, this study has suggested that a new set of HR competencies is needed that will enable developmental local government. However, this study made no attempt to identify the actual competencies that are required. Further research should take this point further by investigating and providing competency frameworks for the various classes of HR that are involved in developmental local government.

Secondly, a more comprehensive study is needed that looks at the HR capacity of the entire spectrum of South African municipalities in order to determine the general level of HR capacity. Such a study would be useful to policy-makers at national government, and donor organisations who would need the full picture in order to allocate resources judiciously and prudently.

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ANNEXURE A

eMondlo Town Offices
Private Bag X 01
eMONDLO
3105

Tel : 034 9331430
Fax : 034 9332060

1 October 2001

The Municipal Manager
Dundee Municipality
P O Box 2024
DUNDEE

3000

Dear Sir / Madam

REQUEST TO CONDUCT RESEARCH

I am a student at the University of Stellenbosch and conducting research for a Masters degree in Public Administration. The title of my thesis is "The Human Resources Capacity of Dundee Municipality as a developmental Local Government institution".

I would appreciate your help in my research. The research will involve the following activities :-

1. ½ hour of semi-structured interviews with yourself, the Head of Human Resources and Chairman of Human Resource Development Portfolio Committee.
2. A 15 minutes long questionnaire which will be administered to each member of Council as well as the Local Inkosi's (Traditional Leaders)

Both the interviews and questionnaires will be based on questions that are related to your organization's current human resources capacity to deliver on the municipality's developmental mandate.

I will call you on Friday 05 October 2001 to make the necessary arrangements.

Thanking you

Yours sincerely



MR C G N CELE
TOWNSHIP MANAGER - eMONDLO

ANNEXURE B

Dear Honourable councillor

I am a student at the University of Stellenbosch and conducting this research for my Master's thesis. The title of the thesis is : ***The human resources capacity of Indumeni Municipality as a developmental local government institution.***

I would appreciate it if you can assist me by filling in the questionnaire attached hereto. The completed questionnaire can be left with Mr Coen Retief on Monday, 22 October 2001.

Thank you for your co-operation.

Yours faithfully

C G N CELE

ANNEXURE C

17 October 2001

Khansela elihloniphekile

Ngingumfundi wase Nyuvesi yase- Stellenbosch. Ngenza ucwaningo lwezifundo zami ze-Masters. Isihloko socwaningo sithi: Uphenyo ngamandla abasebenzi baMaspala wase Endumeni okuhlangabezana nomsebenzi wokuthuthukisa umphakathi wendawo.

Ngingathokoza uma ungangisiza ngokugcwalisa loluhla lwemibuzo oluhambisana nalencwadi. Uma usugcwalisile ngicela uhla ulishiye ku Mnumzane Coen Retief ngo Msombuluko womhlaka 22 October 2001.

Ngiyabonga ubambiswano

.....
C.G.N. CELE (Mr.)

ANNEXURE D

AN INTERVIEW SCHEDULE / QUESTIONNAIRE

RESEARCH TITLE : *The human resources capacity of Indumeni (Dundee) Municipality as a developmental local government institution*

QUESTIONNAIRE NO : _____

INSTRUCTIONS : Kindly answer all questions to the best of your ability and as honestly as possible. Do not put your name on the questionnaire because it is supposed to remain anonymous. Thank you for your co-operation.

INTRODUCTION

Please use x to indicate the correct answer.

1. How long have you been a councillor?
Less than 1 year _____
1 to 4 years _____
5 to 9 years _____
10 to 14 years _____
15 years and above _____
2. Please indicate your general level of satisfaction with the way the Council functions at the moment..
Highly satisfied? _____
Satisfied? _____
Neither satisfied nor dissatisfied? _____
Dissatisfied? _____
Highly dissatisfied? _____

THEME A ON VERTICAL INTEGRATION

Please indicate in the space provided whether you agree or disagree with the following statements :

STATEMENT	Strongly Agree	Agree	Un-decided	Dis-agree	Strongly Dis-agree
3. A municipality cannot govern effectively without community participation					
4. White communities cannot be expected to subsidise the provision of basic services in the Black communities					
5. Informal traders should be encouraged to flourish					
6. A hardworking municipal official works 90% in the office and 10% in the community					
7. A hardworking municipal official works 10% in the office and 90% in the community					
8. Engaging communities in discussions about their development needs can be a waste of time leading to delay in service delivery					

9. Rank the following activities in terms of their relative importance to you - (5 = very important; 1 = least important)
- (i) ensuring that the garbage is collected regularly _____
 - (ii) attending meetings of council _____
 - (iii) attending community meetings _____
 - (iv) Control of street trading _____
 - (v) control of applications for trading licences _____
10. If you were given the task of prioritising the needs of your community, how would you rank the following needs? (5 = highest priority; 1 = lowest priority). Use the space on the right to indicate your answer.
- (i) a golf course _____
 - (ii) clean water and street lights in the nearby informal settlement _____
 - (iii) a swimming pool in the nearby Black township _____
 - (iv) a tennis court in the nearby previously White suburb _____
 - (v) a community hall in the nearby informal settlement _____

THEME B

ON CULTURAL FIT

INSTRUCTION : Indicate in the space provided whether you agree or disagree with the following statements.

STATEMENT	Strongly Agree	Agree	Un-decided	Dis-agree	Strongly Dis-agree
11. Basic services such as water and sanitation should be given free of charge to families living below the poverty line					
12. The interest of White communities should come second behind that of Blacks, women and the disabled					

INSTRUCTION : Indicate in the space to the right of each item how comfortable you are with the following aspects of your job or statement (5 = very comfortable; 4 = comfortable; 3 = neutral; 2 = uncomfortable; 1 = very uncomfortable)

- 13. Cross-subsidisation of former Black areas by former White areas in order to upgrade the quality of their services and infrastructure? _____
- 14. Letting communities determine their development priorities? _____
- 15. Letting municipal officials determine development priorities on behalf of communities? _____
- 16. Giving free services to the poor only serves to make them more lazy? _____
- 17. Using the Council's funds to sponsor a prize for the local community builder competition? _____

18. The new system of local government requires that municipalities assign a largest proportion of their resources to the development of the previously disadvantaged communities. This means that the largest part of their budget will have to go towards the upliftment of the standard of living of Blacks, women and the disabled; sometimes at the expense of the previously advantaged communities.

(i) How could this be implemented? _____

(ii) What do you see as benefits of such a system? _____

(iii) What do you see as problems of such a system? _____

Thank you again for your co-operation.

ANNEXURE E

1.

UHLA LWEMIBUZO

Isihloko socwaningo: Uphenyo ngamandla abasebenzi ba Maspala wase Endumeni (Dundee) okuhlangabezana nomsebenzi wokuthuthukisa umphakathi wendawo.

INOMBOLO YOHLA LWEMIBUZO:

Okufanele ukwenze: Uyacelwa ukuba uphendule yonke imibuzo ngokuzimisela nangokwethembeka. Ungalibhali ndawo igama lakho ngoba akudingeki ukuba laziwe. Ngibonga ukubambisana kwakho nami

ISINGENISO

Sebenzisa uphawu X ukukhombisa impendulo yakho.

1. Unesikhathi esingakanani usebenza njenge Khansela?

- i. Ngaphansi konyaka
- ii. Kusukela ku 1 kuya ku 4 weminyaka
- iii. Kusukela ku 5 kuya ku 9 weminyaka.
- iv. Kusukela ku 10 kuya ku 14 weminyaka.
- v. Iminyaka engu 15 nangaphezulu.

2. Ugculiseke kangakanani ngendlela isigungu sama-Khansela esisebenza ngayo.?

- i. Nganelisekile kakhulu
- ii. Nganelisekile nje ngaleyondlela
- iii. Ngiphakathi nendawo
- iv. Anganelisekile
- v. Angive nginganelisekile

2.

Okufanele ukwenze: Yenza uphawu X esikhaleni esiqondene ukhombise ukuthi uyavumelana noma uyaphikisana nalembono engezansi

Umbono	Ngivuma kakhulu	Ngivuma nje	Angivumi angiphiki	Ngiyaphika	Ngiphika kakhulu
3. U Maspala angeke ukwazi ukufeza izidingo zomphakathi uma enganikezi umphakathi ithuba lokubamba iqhaza.					
4. Umphakathi omhlophe akufanele ukuba wethweswe umthwalo wokuxhasa ngezimali zawo umphakathi oNsundu ukuze kuthuthukiswe izidingo-ngqangi zawo.					
5. Iziphaza nabadayisi basemgwaqeni kufanele banikezwe ithuba lokusebenza.					
6. Umsebenzi ka Maspala osebenza ngokuzikhandla ilowo ochitha ingxenye enkulu (90%) yesikhathi ehovisini kunasichitha esebenza emphakathini (esingu 10%)					
7. Umsebenzi ka Maspala osebenza ngokuzikhandla ilowo ochitha ingxenye enkulu (90%) yesikhathi esebenza emphakathini kunasichitha ehovisi (esingu 10%)					
8. Ukuxoxisana nomphakathi ngezidingo zawo zentuthuko kuwukumosa isikhathi kanti kudala ukuba umsebenzi wa Maspala uhambe kancane.					

3.

9. Awukhombise ukushiyana ngokubaluleka kwalemisebenzi ka Maspala ngokombono wakho. (5 usho okubaluleka kakhulu, 4 usho okubalulekile nje, 3 usho okuphakathi nendawo, 2 usho okungabalulekile, 1 usho okungabalulekile neze)

- i. Ukwenza isiqiniseko sokuthi udoti uthuthwa njalo.
- ii. Ukwethamela imihlangano yesigungu samakhansela.
- iii. Ukwethamela imihlangano yomphakathi.
- iv. Ukulawula abadayisi basemgwaqeni.
- v. Ukulawula izicelo zokuhweba.

10. Uma unganikezwa umsebenzi wokuhlela lezizidingo zomphakathi ngokubaluleka kwazo, ungazihlela kanjani? (5 usho okubaluleke ngokweqile, 4 usho okubaluleke kakhulu, 3 usho okubaluleke ngokulingene, 2 usho okungabalulekile kangako, 1 usho okungabalulekile neze)

- i. Inkundla yokudlala igalofu.
- ii. Amanzi ahlanzekile nogesi wasemgwaqeni emkhukhwini eseduzane.
- iii. Indawo yobhukuda elokishini eliseduzane.
- iv. Inkundla yethenisi endaweni okwakhulala abamhlophe bodwa ngaphambili.
- v. Iholo lomphakathi emkhukhwini eseduzane.

Okufanele ukwenze: Khombisa ngophawu X ukuthi uyavumelana noma uyaphikisana nalembono engezansi.

Umbono	Ngivuma kakhulu	Ngiyavuma nje	Angivumi angiphiki	Ngiyaphika	Ngiphika kakhulu
11. Izidingo-ngqangi ezinjengamanzi nokubhekene nokuthuthwa kwendle kufanele kunikezwe umphakathi onhlwempu mahala.					
12. Izimfuno zabamhlophe kufanele zilande ngemuva kwezaba Nsundu, abesifazane nabakhubazekile.					

Okufanele ukwenze: Khombisa esikhaleni esingakwesokudla uvo lwakho ngalokhu okuyingxenye yomsebenzi wakho (5 usho ongakwethakasela ngokweqile, 4 usho ongakwethakasela nje, 3 usho umbono ophakathi nendawo, 2 usho ongeke wakwethakasela, 1 usho ongeke wakwethakasela nangengozi)

- 13. Ukuxhaswa kwezidingo-ngqangi ezindaweni zabaNsundu ngezimali ezikhokhwe ngabamhlophe?
- 14. Ukuvumela umphakathi uzisho wona okudingayo?
- 15. Ukuvumela abasebenzi ba Maspala bathathele umphakathi izinqumo ngabacabanga ukuthi kuyizidingo zawo?
- 16. Ukunikeza ngezidingo-ngqangi mahala emphakathini

ANNEXURE F

AN INTERVIEW GUIDE

INTERVIEWER'S NAME : C G N CELE

TITLE OF THESIS : *The human resources capacity of Indumeni (Dundee) Municipality as a developmental local government institution*

THEME A : ON THE NEED FOR A STRATEGIC PARTNERSHIP

1. Does Indumeni Municipality (IM) have a mission?
2. If yes, what does it say about its human resources (HR)?
3. What role does the Human Resources Department (HRD) play in the organisation's strategic management process?
4. Is the Head of HRD part of the municipality's strategic team?
Please give support for your answer. _____

THEME B : ON THE IMPORTANCE OF A FLEXIBLE HR STRATEGY

1. Does the HR function engage in any form of environmental scanning in order to keep pace with environmental changes?
If yes, how do you do it? _____
If not, why don't you do it? _____
2. What impact does the new strategy of developmental local government have on the municipality's HR strategy? _____

THEME C : ON THE CRUCIAL ROLE OF VERTICAL INTEGRATION

1. What impact, if any, has the change of strategy from regulatory to development local government had on the type of skills that the municipality now requires?
2. Does the municipality have a skills development plan? _____

4. Does the municipality have a Performance Management System?
If yes, in what way is it linked to the strategy of developmental local government?

If not, why does it not have one?

5. Is there any link between the current reward system and the new strategy of developmental local government?
If yes, please explain the linkage _____

If not, why is there no link?

THEME D : ON THE NEED FOR A COHERENT STRATEGY

1. What adjustments, if any, has the municipality made to the following HR policies in response to the new strategy of developmental local government?

- * Study assistance
- * Training/skills development
- * Promotion
- * Career pathing
- * Others : (Please specify)

2. What adjustments has the municipality made on the following HR practices in response to the new strategy of developmental local government?

- * recruitment and selection
- * training and development
- * reward / compensation
- * performance management
- * others : (Please specify)

THEME E : ON THE IMPORTANCE OF A CULTURAL FIT

1. Is there anything the municipality is doing to bring about a cultural change that is in line with the developmental strategy through the following practices?

- * Recruitment and selection
- * Induction of new employees and councillors
- * Re-induction of existing employees and councillors
- * Training and development of human resources
- * Mentorship
- * Others (Please specify)

2. Is the municipality experiencing any form of resistance against the new strategy of developmental local government?

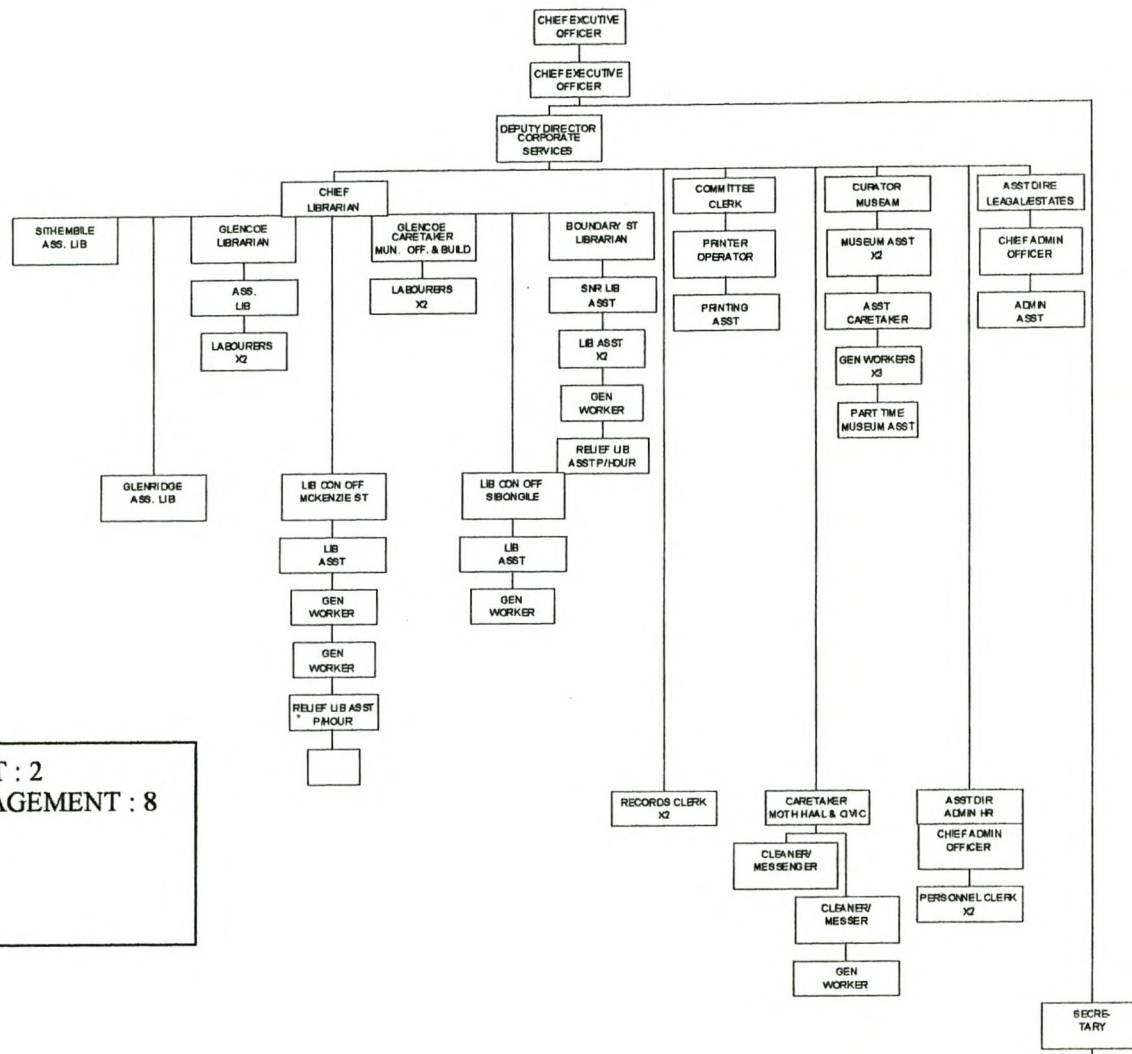
3. If yes, how is it manifested? _____

4. How does the municipality deal with it? _____

LIST OF COUNCILLORS – ENDUMENI MUNICIPALITY

ENDUMENI MUNICIPALITY					
Ward	Party	Name	Address	Identity No	Contact No
P	DA	Adam EM	P O Box 100, Dundee 23 Ayob Street, Peacevale, Dundee	370405 5083 05 3	082 491 4473 212 3660 (w) 212 1685 (h)
P	IFP	Khanyile JW	C/O P O Box 14, Dundee 134 Victoria Street, Dundee	700327 5419 080	082 787 8227 212 1144 (w) 218 1930 (h)
P	IFP	Luvuno MQ Ms	130 Themba Street, Sithembile, Glencoe	590514 0271 08 6	072 239 044 393 3446 (h)
2	ANC	Mabaso LA Ms	306 Zinzele Street, Sothembile Glencoe	420210 0374 08 9	393 2197 (h)
6	IFP	Mabilisa PG	P O Box 223, Dundee 15 Birkett Street, Dundee	670618 5341 08 4	083 763 5987
P	IFP	Makhathini EM	2015 Lindelani, Dundee	540726 5712 08 5	082 661 6387
5	ANC	Mthembu AM	985 Mia Street, Sibongile, Dundee	670628 5540 08 0	082 510 3819
P	ANC	Mhlungu JT Ms	717 Kunene Street, Sibongile, Dundee	460324 0525 08 6	218 2052 (h)
1	DA	Nel RC	P O Box 351, Glencoe Janric, 56 Karel Landman Street, Glencoe	370419 5016 08 8	085 561 1183 393 1177 (w) 393 1508 (h)
3	DA	Raubenheimer AM	P O Box 1139, Dundee Raubie Homenet, Victoria Street Dundee 4 Umgeni Street, Dundee	630830 5114 089	082 925 7049 212 3289
P	DA	Singh D	P O Box 149, Glencoe 27 Riverview Road, Glencoe	470824 5036 08 6	083 631 5176 393 2160 (h)
4	ANC	Sithebe ME	C/O P O Box 1560, Dundee 369 Jobe Street, Sibongile, Dundee	620528 5567 08 6	082 974 4261

AMALGAMATED OFFICIAL ORGANOGRAM - ENDUMENI MUNICIPALITY



MANAGEMENT : 2
MIDDLE MANAGEMENT : 8
OTHER: 57

TOTAL 67

ANNEXURE I

BOROUGH OF DUNDEE

MINUTES OF an ORDINARY monthly meeting of the FINANCE AND GENERAL PURPOSES COMMITTEE held in the COUNCIL CHAMBER, Civic Centre, Victoria Street, Dundee on MONDAY 11 JULY 1994 at 16:30

PRESENT

Alderman Mrs. L.H. Catterall
Councillor J.L. Shardelow
Alderman D.J. Ware
Councillor J.A. Adams
Councillor J.J. Dicks
Councillor J.J. Odendaal
Councillor J.C. Rademeyer
Councillor A.J. de C. Theron

CHAIRLADY
MAYOR
DEPUTY MAYOR

ALSO

PRESENT

Messrs. M.E. Bhigjee
M. Hoosen
J.J. Griffiths
S.W. Richards

INDIAN LOCAL AFFAIRS COMMITTEE
INDIAN LOCAL AFFAIRS COMMITTEE
COLOURED LOCAL AFFAIRS COMMITTEE
COLOURED LOCAL AFFAIRS COMMITTEE

IN

ATTENDANCE

Messrs. H.F. Jacobs
A.J. van Wyk
J.G. Mulhatton
M.T. Heslop
H.J.R. van Rensburg
L. van der Merwe
J.B. Maltman
D. Lemmer
P.N. McFadden

TOWN CLERK
TOWN SECRETARY
ASSISTANT TOWN SECRETARY
TOWN TREASURER
DEPUTY TOWN TREASURER
MANAGER TECHNICAL SERVICES
DEPUTY BOROUGH ENGINEER
CHIEF PROTECTION SERVICES
CURATOR

—ooo000ooo—

1.

CONFIRMATION OF MINUTES

RESOLVED

That the minutes of the ordinary monthly meeting of the Finance and General Purposes Committee which was held on 13 June 1994, as well as the minutes of the special meetings held on 22 June 1994 and 27 June 1994, as circulated, be approved.

—ooo000ooo—

2.

LEAVE OF ABSENCE : COUNCILLORS (C 7/4)

RESOLVED

THAT leave of absence in respect of this meeting be granted to Councillor A.F. van Niekerk and Messrs. S. Velayutham and B.E.A. Lovell of the respective Local Affairs Committees.

—ooo000ooo—

ANNEXURE J

File

DUNDEE TRANSITIONAL LOCAL COUNCIL

MINUTES of an ORDINARY MONTHLY MEETING of the EXECUTIVE COMMITTEE of the DUNDEE TRANSITIONAL LOCAL COUNCIL held in the COUNCIL CHAMBER, CIVIC CENTRE, VICTORIA STREET, DUNDEE on MONDAY, 13 JULY 1998, at 16:30

PRESENT

Cllr. E. Adam
Cllr. M.E. Sithebe
Cllr. J A Adams
Cllr. S A Cele
Cllr. F G Cilliers
Cllr. Mrs L R Dlamini
Cllr. M.S. Ismail
Cllr. L J Joubert
Cllr. M. Masondo
Cllr. J A Mfeka
Cllr. J W Noordman
Cllr. A Raubenheimer
Cllr. F P Steele
Cllr. S.R. Zwane

**CHAIRMAN
MAYOR**

IN ATTENDANCE

Mr. H.F. Jacobs
Mr. D.B. Cebekhulu
Mr. M.T. Heslop
Mr. N B Rose
Mr. D A Lemmer
Mr. M B Maltman

**TOWN CLERK
DEPUTY TOWN SECRETARY
TOWN TREASURER
CHIEF COMMUNITY SERVICES
CHIEF PROTECTION SERVICES
BOROUGH ENGINEER**

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1. **CONFIRMATION OF MINUTES**

RESOLVED

THAT the minutes of the following meetings of the Executive Committee be approved:

ANNEXURE K**Frequencies****FREQUENCY TABLE**

		HOW LONG			
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	less than 1 year	6	85.7	85.7	85.7
	15 years and more	1	14.3	14.3	100.0
	Total	7	100.0	100.0	
		SATISFIED			
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Highly satisfied	1	14.3	14.3	14.3
	Satisfied	4	57.1	57.1	71.4
	Neutral	2	28.6	28.6	100.0
	Total	7	100.0	100.0	
		CANNOT GOVERN WITHOUT			
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Strongly agree	4	57.1	66.7	66.7
	Agree	2	28.6	33.3	100.0
	Total	6	85.7	100.0	
Missing	System	1	14.3		
	Total	7	100.0		
		WHITE CANNOT SUBSIDISE			
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Agree	2	28.6	28.6	28.6
	Undecided	1	14.3	14.3	42.9
	Disagree	4	57.1	57.1	100.0
	Total	7	100.0	100.0	

ENCOURAGE INFORMAL TRADE					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Strongly agree	5	71.4	71.4	71.4
	Agree	1	14.3	14.3	85.7
	Undecided	1	14.3	14.3	100.0
	Total	7	100.0	100.0	

HARDWORKER 90%/10%					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Agree	1	14.3	14.3	14.3
	Undecided	1	14.3	14.3	28.6
	Disagree	2	28.6	28.6	67.1
	Strongly disagree	3	42.9	42.9	100.0
	Total	7	100.0	100.0	

HARDWORKER 10%/90%					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Strongly agree	5	71.4	71.4	71.4
	Agree	1	14.3	14.3	85.7
	Disagree	1	14.3	14.3	100.0
	Total	7	100.0	100.0	

ENGAGING IN DISCUSSION					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Agree	1	14.3	14.3	14.3
	Undecided	1	14.3	14.3	28.6
	Disagree	2	28.6	28.6	57.1
	Strongly disagree	3	42.9	42.9	100.0
	Total	7	100.0	100.0	

COLLECT GARBAGE REGULARLY

		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Most importance	7	100.0	100.0	100.0

ATTEND COUNCIL MEETINGS

		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Neutral	1	14.3	14.3	14.3
	Most importance	6	85.7	85.7	100.0
	Total	7	100.0	100.0	

ATTEND COMMUNITY MEETINGS

		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Important	1	14.3	14.3	14.3
	Most importance	6	85.7	85.7	100.0
	Total	7	100.0	100.0	

CONTROL STREET TRADER

		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Unimportant	1	14.3	14.3	14.3
	Important	1	14.3	14.3	28.6
	Most importance	5	71.4	71.4	100.0
	Total	7	100.0	100.0	

CONTROL LICENCE APPLIC.					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Least	1	14.3	14.3	14.3
	Importance				
	Neutral	1	14.3	14.3	28.6
	Important	1	14.3	14.3	42.9
	Most	4	57.1	57.1	100.0
	importance				
	Total	7	100.0	100.0	

A GOLF COURSE?					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Least	1	14.3	14.3	14.3
	Importance				
	Unimportant	1	14.3	14.3	28.6
	Neutral	1	14.3	14.3	42.9
	Most	4	57.1	57.1	100.0
	importance				
	Total	7	100.0	100.0	

CLEAN WATER & LIGHTS					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Neutral	1	14.3	14.3	14.3
	Most	6	85.7	85.7	100.0
	importance				
	Total	7	100.0	100.0	

BLACK SWIMMING POOL					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Least	1	14.3	14.3	14.3
	Importance				
	Neutral	2	28.6	28.6	42.9
	Important	1	14.3	14.3	57.1
	Most	3	42.9	42.9	100.0
	importance				
	Total	7	100.0	100.0	

TENNIS COURT					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Least	1	14.3	14.3	14.3
	Importance				
	Unimportant	2	28.6	28.6	42.9
	Neutral	1	14.3	14.3	57.1
	Important	1	14.3	14.3	71.4
	Most	2	28.6	28.6	100.0
	importance				
	Total	7	100.0	100.0	

COMMUNITY HALL/INFORMAL					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Neutral	1	14.3	14.3	14.3
	Important	2	28.6	28.6	42.9
	Most	4	57.1	57.1	100.0
	importance				
	Total	7	100.0	100.0	

FREE WATER/SANITATION					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Strongly	6	71.4	71.4	71.4
	Agree				
	Agree	1	14.3	14.3	85.7
	Undecided	1	14.3	14.3	100.0
	Total	7	100.0	100.0	

WHITES SHOULD TAKE SECOND PLACE					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Strongly	3	42.9	42.9	42.9
	agree				
	Agree	2	28.6	28.6	71.4
	Undecided	1	14.3	14.3	85.7
	Disagree	1	14.3	14.3	100.0
	Total	7	100.0	100.0	

CROSS SUBSIDISATION					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Very uncomfortable	1	14.3	14.3	14.3
	Neutral	2	28.6	28.6	42.9
	Very comfortable	4	57.1	57.1	100.0
	Total	7	100.0	100.0	

LET COMMUNITIES DECIDE					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Uncomfortable	1	14.3	14.3	14.3
	Neutral	1	14.3	14.3	28.6
	Comfortable	1	14.3	14.3	42.9
	Very comfortable	4	57.1	57.1	100.0
	Total	7	100.0	100.0	

LET MUNICIPAL OFFICIALS DECIDE					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Very uncomfortable	7	100.0	100.0	100.0

POOR ONLY GET LAZY					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Uncomfortable	2	28.5	28.5	33.3
	Neutral	3	42.9	53.0	83.3
	Very comfortable	1	14.3	16.7	100.0
	Total	6	86.7	100.0	
Missing	System	1	14.3		
	Total	7	100.0		

SPONSOR A PRIZE?					
		FREQUENCY	PERCENT	VALID PERCENT	CUMULATIVE PERCENT
Valid	Neutral	2	28.6	28.6	28.6
	Comfortable	2	28.6	28.6	57.1
	Very comfortable	3	42.9	42.9	100.0
	Total	7	100.0	100.0	